SEARCH FOR URBAN COMMUNITY DESIGN CELL: A COMPETITIVE DESIGN APPROACH

September 1983

Prepared By:

LAND USE PLANNING GROUP

The views and conclusions expressed and the recommendations made in this report are entirely those of the authors and should not be construed as expressing the opinions of the Alberta Department of Housing.

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FOREWORD

This study was made possible with funding provided by the Innovative Housing Grants Program of the Alberta Department of Housing. Originally conceived in 1978, the Program is intended to encourage, sponsor, and assist research and development in the fields of housing, site and subdivision design, energy conservation, site servicing and urban development. Generally, the aims of research funded by the Innovative Housing Grants Program are to reduce housing costs, increase the supply of appropriate housing or improve the utility or performance of dwelling units or subdivisions.

The main purpose of funding these studies is to examine the current issues in the field of housing and to develop innovations which offer improvements. Comments and suggestions regarding the information contained in these reports are welcome.

Innovative ideas come from a wide variety of applicants such as builders, developers, consulting firms, industry associations, municipal governments, educational institutions, non-profit groups and individuals. As the type of project and level of resources vary from applicant to applicant, the resulting documents are also varied.

Please send comments and suggestions or requests for further information to:

Innovative Housing Grants Program
Fourth Floor
10050 - 112 Street
Edmonton, Alberta
T5K 2J1

Alberta Department of Housing
September 1983

ACKNOWLEDGMENTS

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PREFACE

This document is the final report for a research project funded under the Innovative Housing Grants Program of the Alberta Department of Housing.

The objective of the research is to suggest an approach to the planning of new development areas which will encourage a greater diversity of inputs from designers, marketers etc. and which will encourage new ideas for physical design relating community design and housing form.

To achieve this objective two elements are required: (1) "a context" and (2) "an opportunity". The research project has been directed toward structuring these two elements. **CONTEXT** is provided by what we call "a design cell". A design cell is a unit of land defined by reference to major public facilities, such as arterial roads, services, etc. or by reference to major geographical features; such as ravines, etc. For cities of Edmonton and Calgary we have used a unit of approximately 1 square mile or 1 square kilometre. The design cell is defined by reference to major public facilities because:

(1) it can identify those constraints which are of major importance to the public because they are public investments and (2) it can separate these public concerns from the design relationships within a design cell which must be sensitive to individual tastes, marketing considerations, built form relationships etc. and hence can be appropriately left to the skills of the designer without affecting areas of primary public concern. In our view by separating these interests, designers, marketers, etc. can be permitted the flexibility within the design cell to respond to a wide range of housing and community needs in a variety of ways, some traditional and some innovative with a minimum of regulations.

While the design cell provides the context, **THE COMPETITION** provides the "opportunity". An appropriately structured competition provides an excellent forum for generating new ideas. It is a technique which has been used in other jurisdictions with substantial success. We are not suggesting that all lands be subject to competitions for design. Rather, we are suggesting that selected competitions run from time to time would provide the opportunity for new design ideas to be promoted and analyzed. However, to obtain satisfactory results from a competition, a preconceived process including terms of reference and an evaluation process is required. A suggested structure of that process is documented in the report.

With respect to the dispostion of our research we hope to obtain support to hold a demonstration competition, the results of which would be publicized. This however, will be dependent on feedback and support for our concept from a variety of parties, including the design professions, the housing and development industry and government.

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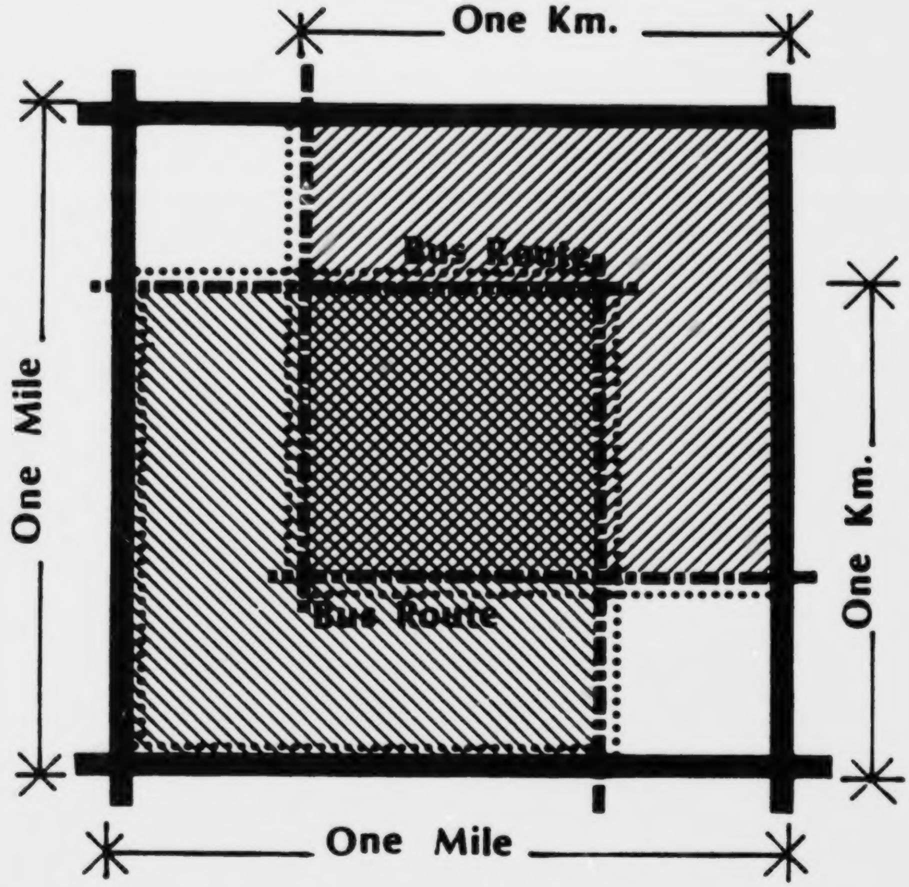


Search For Urban Community DESIGN CELL

A Competitive Design Approach

INTRODUCTION

1. BACKGROUND

The housing market in the 1980's and beyond will be substantially different from the experience of the 1970's. The major economic and demographic forces which propelled the housing industry to reach record high rates of production in the 1970's are unlikely to be experienced in the 1980's. The first signs of change appeared in late 1981 and were dramatically reinforced by the drop in demand in 1982. The forces of inflation, attractive real interest rates, rapid increases in household formation and, in the case of Alberta, high in-migration created in the 1970's an exceptional housing boom which generated what some analysts have called the "post shelter society". That is, housings importance as a shelter need had been exceeded by its advantages as an investment vehicle. The experience in the 1980's in Alberta will likely be very different. Therefore unless government introduces new programs to divert investment dollars into the housing sector, the housing industry and its regulators within the pubic sector will have to reexamine some of their operating premises, to accommodate the new needs of the 1980's.

Whereas the housing market of the 1970's was broadly based with a significant portion of the population both able financially from a cost relative to income perspective and interested from an investment perspective in home ownership, the market of the 1980's will be smaller, and more segmented reflecting a reduced ability to pay, an increased emphasis on shelter need, a reduced interest in housing as an investment vehicle, and a changing demographic profile of the population. Perhaps more so now than in previous years greater innovation and market development will be required of the housing industry. To be effective innovation in the housing market must also be reflected in our planning and processing structures. A more responsive housing industry depends as much on a responsive approvals processing system as on the housing product itself. No longer can we view the planning process as a means of producing in a mechanical way a steady stream of more or less uniform building sites. In an era where the market was relatively consistent this response was acceptable. However in the 1980's a great deal more market assessment, market identification, and greater diversity in housing form will be required. Not only will the market be more complex and more segmented in terms of building form and tenure pattern but also the land use structure will be more complex in response to energy conservation, changing work patterns, economic factors, etc. which will require a more creative and detailed design response. There is therefore a need for a new approach to land development practices in Alberta which encourages innovation. If the framework and the design process is too rigid, new ideas will have no opportunity to flourish. At the same time some context is needed to set out the basic rules and the boundaries within which innovation can be permitted.

The thrust of this research project is to address the question of what framework and design process could be provided within the legislated planning structure to provide the opportunity for innovative design in land use planning and housing. The project itself is not intended to investigate what form these designs may take but rather it is to suggest how the planning process in Alberta can be structured to encourage the introduction of innovative land use planning and housing design while maintaining the need to provide regulation to protect the public interest in necessary civic facilities. A regulatory framework is needed by both public and private sectors since they spell out the constraints. However regulations and practices put into place to correct real and perceived problems became undue operating constraints even as cirumstances change and as such inhibit the introduction of innovative solutions to respond to new conditions.

2. OBJECTIVE

It is the objective of this research project to develop, assess and determine the viability of a competitive design approach to the planning design, and development of urban communities.

The competitive design approach rests on two concepts: (a) The community design cell, (b) The Competition.

a) The Community Design Cell

The Community Design Cell is an essential concept of the suggested competitive design approach. Because the word "community" has many meanings for many people some definition is required. In this research work it is meant to signify a geographic entity which would vary from two to six quarter sections of land. For the purposes of explaining our concepts we have limited our exercise to a maximum area of one square mile (four quarter sections).

The urban community design cell provides a focus for the competitive design approach. First it is an appropriate geographical entity in size to examine and question the traditional conceptual idea which has governed most land development in the Province: the "neighbourhood". The neighbourhood, defined as an area with a population sufficient to support an elementary school, has been the basic planning tenet of land use planning in spite of substantial demographic, economic and technological changes. Evidence from the examination of recent development areas indicate that the traditional fundamental building block of the neighbourhood, the elementary school no longer can function as the base of the neighbourhood. For example fewer schools are actually being built than were planned. Children are no longer bound to their neighbourhood school because specialized courses, social conditions, two working parents are creating more movement of students away from their neighbourhood school. Neighbourhoods cannot support the original school subsequent to initial development as the community population ages. Second, it is of suitable size to introduce other factors such as land use/transportation issues (public transit requirements) etc. which are becoming of increasing importance to neighbourhood design and issues of accommodating higher densities in new development areas.

Therefore the key to innovation in land use planning is to be found in redefining the concept of neighbourhood. The identification of an urban community design cell provides a set of boundaries or a framework which defines where the public has both a significant and essential investment and hence must prescribe the conditions to be met and which defines where there is flexibility for the urban designer to introduce innovation in land use and built form.

b) The Competition

Since urban design and urban planning are highly complex disciplines, we perceive no other choice but to introduce a highly competitive design approach to maximize the input of the collective abilities of architects, landscape architects, urban economists, urban designers, land use planners, engineers, etc. The essense of the approach proposed by this paper is to provide a format for encouraging creativity through a competitive approach. The competitive approach provides two advantages (1) it breaks down the barriers to entry by providing a legitimate forum for any number of designers; (2) it brings out the creative spirit in designers and encourages them to present their ideas with prospect of a reward in recognition and dollars.

3. THE NEED FOR A COMPETITIVE DESIGN APPROACH

The need for a change in our planning approach is expressed frequently by interested observers, developers, and designers.

The factors cited to support change include economic, social, and technical changes happening in our society. For example, it is apparent that economic factors such as high and varying interest rates, the lack of stable long term financing, and uncertain market conditions mean Albertans may not have the option of traditional lower density styles but may have to live with higher density housing forms. Forms of housing which require a complex and comprehensive planning approach if we are to maintain a desirable living environment. It may also mean that prevailing standards may have to vary.

Also many trends which strongly influenced the housing industry during the 1970's are no longer continuing in as dramatic a fashion.

i.e. a) The decrease in household size from 4.3 persons per household to 2.8 persons per household.
  b) The tendency for an increase in labour participation rates.
  c) The perceived economic advantage in home ownership.

Therefore it is becoming exceedingly difficult to project long term trends in demographics, social and economic behavior for land use planning and long term marketing purposes.

Also for far too long, area specific land use planning has been thought of as a means to an end, to ensure the steady and successful approval of sub-division plans, land use bylaw applications, and other government approvals. We have carried on with this process in spite of major changes in land use planning which heavily influence the application of neighbourhood concepts. For example:

1. Innovations in storm water management
2. Provisions for transportation corridors
3. The negative impact of reduced family size on neighbourhood planning
4. Changes in the work place which have meant far fewer noxious industries and greater employment in clean industries, services and knowledge industries, yet we continue to perpetuate an idea of zoning based on the incompatibility of industry and residences.

In the face of such a great and deep transition in our thinking we need to reevaluate the ways and means to facilitate a more innovative approach to development in the Province of Alberta.

CHAPTER I

CURRENT PLANNING PRACTICES IN ALBERTA

Background

Current planning practice in Alberta is regulated through the Planning Act of 1977 and administered at the municipal level through a hierarchy of statutory plans. To assess current planning practice the Planning Act and the administrative frameworks of four Alberta communities, Edmonton, Calgary, Red Deer and Lethbridge were reviewed. The review was not intended to be exhaustive but rather was intended to identify the highlight of the approach used in each of the four communities to establish a reference point from which to view the results of this research project. Most of the review was based on policies and statements contained in planning documents supplied by the municipalities.

1. Legislative Framework: The Planning Act of 1977

Under the provisions of the Planning Act of 1977 residential land development and subdivision design are governed first by hierarchical system of statutory plans and secondly by the Land Use Bylaw. The sole purpose of this legislative framework is to divide the municipality into districts for which permitted and discretionary uses are applied.

The hierarchy of Plans include the Regional Plan, the General Municipal Plan and the Area Structure Plan. Of these Plans, the Regional Plan and General Plan are considered to be policy documents dealing with the goals and objectives of the region and municipality. The Area Structure Plan is the most important statutory plan for physical planning since it influences the broad outlines of land use etc., and lays down the conceptual framework for subsequent subdivision planning. However the key requirement of the Planning which influences Urban Design is Part 4, Division 1 Land Use Bylaws:

"A Land use Bylaw shall

a) divide the municipality into districts of the number and area the Council considers appropriate.

b) unless the district is designated as a direct control district pursuant to section 10, prescribe with respect to each district, in accordance with section 71 and with or without conditions.

 i) the permitted uses of land or buildings, or
 ii) the discretionary uses of land or buildings"

Thus at every step in the planning process the municipality is divided into smaller and smaller components with more detailed regulation governing future land use opportunities at each stage.

2. Administrative Frameworks: Municipal Approaches

The current planning practice in the four Alberta communities follows the objectives of the Planning which is the continual breaking down of the land into smaller pieces until some match with the Land Use Bylaw districts and the legal lot system is achieved. It is a strongly hierarchical system which refines development from the general to the specific.

Each of the four municipalities reviewed has a structure of planning documents which continuously refine the planning unit into smaller physical areas. However each of the four municipalities have introduced different procedures which perhaps reflect different planning conditions. The City of Edmonton, for example, requires the private sector to undertake responsibilty for Area Structure Plans and all subsequent planning documents. The role of the City in the process is that of response, review, and approval. To guide the private sector in the preparation of the plans, the City provides a set of terms of reference. In the other three municipalities Area Structure Plans preparation is the responsibility of the municipality. Subsequent planning documents ie. the subdivision plan may as in the case in Calgary be the responsibility of the landowners or as is the case in Lethbridge may be the responsibility of the municipality although it should be noted that in the cases of both Lethbridge and Red Deer the municipality is the dominant land owner and developer of new areas. Lethbridge, Red Deer, and Calgary do not have a standard terms of reference for the preparation of Area Structure Plans. The procedures followed evolve from previous planning exercises and current planning techniques.

Although the Planning Act provides for only three legislated plans at the municipal level, two statutory plans, the General Municipal Plan and the Area Structure Plan; and the subdivision plan, each of the municipalities has created interim planning instruments to "bridge" the gaps between these legislated documents. The way this is done represents an area of major difference between the municipalities. In Edmonton, for example these "bridging" documents i.e. the District or Sector Plan and the Neighbourhood Structure Plan are adopted and incorporated into the statutory plans, i.e. The General Municipal Plan or The Area Structure Plan, as amendments. In other municipalities these documents are regarded as guideline documents for the preparation of other statutory or legal plans.

3. Responses of Industry to Current Planning

The role of the housing and development industry varies among the four communities. Within Red Deer and Lethbridge, the municipality, with some exceptions, is the major land developer and delivers serviced lots to the housing industry. In the two major cities ie. Edmonton and Calgary, the development industry both services the land and develops the housing.

The major concern of the development industry through the 1970's was to ensure the steady and successful approval of subdivision plans, zoning amendments and other government approvals to provide the industry with a steady supply of lots for their housing product. To ensure control over product, the development industry was willing to undertake more financial responsibility for servicing of their properties. In this way once approvals had been obtained, the industry could control the timing and staging of construction. Towards the end of the 1970's the industry was also negotiating to construct the franchise utilities as well as municipal improvements.

The result of obtaining responsibility for financing and construction of the utilities was a more intense concentration of the industry on these elements to reduce as much as practical the capital cost. Many innovations were introduced in this area as the industry sought more cost effective solutions, for example storm water management systems.

Also given that the land development industry was investing large sums of capital in front end services, there was increasing need to know the rules, to have more certainty that if you did make the investment that the municipality would approve and accept the development. Thus the introduction of innovative land and housing design into the process under the rules of certainty was difficult for both the developer and the municipality because innovation required both a renegotiation of and flexibility in the standards etc. The story of the difficulties of the introduction of innovation into the standardized planning approval process is well documented in a study of one of the first zero lot line projects done in Edmonton (See Mill Woods Experimental

Housing Project, Central Mortgage and Housing Corporation.)

In its response to the new conditions of the 1980's the development industry has not undertaken to revise its conceptual approach to planning of neighbourhoods, but rather it has responded by reducing lot size and house size without revising the neighbourhood design. However there is some evidence that the industry is now searching for alternatives so that they can adapt their total product to new conditions. The City of Edmonton for example recently concluded an agreement where design controls were introduced rather than regulations to permit housing designs to respond to market conditions, designer ideas etc. (i.e. see Terra Losa Area Structure Plan and Development Agreement).

4. Conclusions

The major failure of the current planning framework is that it does not focus nor does it seek to define explicit geographical units or design cells of appropriate scale, within which innovative as well as traditional urban design approaches can be practised. Urban design approaches can be encouraged which integrate the multiple components required of a liveable community in a manner consistent with the design objectives for that community rather than according to a set of standardized regulations. In general the system is well adapted to producing a stream of standard building lots for single family dwellings. Difficulties arise when the building form no longer integrates adequately with preconceived lot lines. Due to the lack of a generalized design cell within which innovation can be exercised, the planning system does not in fact display the flexibility which it advocates. The debate which must be addressed within the planning process is therefore that of how to define a community design cell within which regulations to protect the public interest can be defined and yet defined in a manner which will protect the public interest without limiting the creativity of the urban designer, the marketer, the landowner, in their attempt to discover inventive site specific designs, streetscapes, a more complex mix of land uses, and built form. The Design Cell concept provides a context for a planning process and an opportunity to go beyond the traditional, highly standardized approach. That process is a competitive design approach.

In reviewing the four muncipalities, the models which most clearly address the question of defining a design cell and through explicitly identifying public investments are those of Calgary and Lethbridge.

The key element in their structure is the introduction of a non-statutory plan between the Area Structure Plan and General Municipal Plan. Calgary's Policy Plan and Lethbridge's Urbanization Report are non-statutory planning documents which both cities have used:

(1) to establish a development concept for a major development area,
(2) to identify major public capital investments and protect their future locations, and
(3) to establish a development framework which is mutually agreeable to the landowners and the municipality.

As non statutory planning documents these plans offer the advantage of a flexible instrument without the implied legal obligations of an Area Structure Plan. They guide development by establishing basic design policies and basic structural elements within which a more refined land use design can take place.

The manner by which the plan is prepared is also important. In Calgary the municipality is specifically responsible for the preparation of the Policy Plan as well as the Area Structure Plan. Since the objective of both the Policy Plan and Area Structure Plan is to identify and protect public investment and create the basic structure of land uses, transportation, and utility elements, it is logical that those who are most affected by these services, ie. their public, be responsible for determining the basic parameters.

However of additional importance is the need to protect the collective interest of the landowners by dealing with all interests impartially and satisfying City wide objectives as a first priority.

The advantage of the Calgary model is that the municipality first sets out its priorities and requirements and secondly by reference to these major problem capital investments creates design cells where the urban designer, marketer, developer etc. can within the policy guidelines create a product which may incorporate as many innovative features etc. as they see fit. These innovations then do not threaten the viability of the public investments. It is at this point in the process that the competitive approach will provide a method of encouraging improved and innovative design which can achieve an integration of land use, building form, and legal lot definition. Rather than imposing an additional set of regulatory controls, the focus is reoriented first to design and secondly to the overlay of legal definitions ie. lot line, land use control, utilities etc.

CHAPTER II

A NEW FRAMEWORK FOR PLANNING: THE URBAN COMMUNITY DESIGN CELL

Introduction

The City of Calgary Policy Report, The City of Edmonton Sector Studies/District Plan/Area Structure Plan, The City of Lethbridge Urbanization Report, and The City of Red Deer Area Structure Plan/Concept Plan are all planning instruments through which municipalities can protect their capital investments and operating costs. Furthermore these documents must also protect the collective interest of all land owners within a plan area and as well must protect the city wide priorities and public interest.

Given the interests that are to be protected it is desirable that the preparation of such plans be the responsibility of the municipality although the actual work may be done either in house staff or by private consultants. The municipality is the only organization which can bridge all the interest groups. Furthermore the cost of such plan preparation and the direction of the plan preparation should be undertaken by the parties benefitting from the plan. For example:

(1) The land owners as a group - 1/3

(2) The city government departments responsible for planning, and public infrastructure investments ie. utilities, transportation transit etc. - 1/3

(3) The city at large as represented by costs covered by General Revenue - 1/3

The process of preparing such plans must ensure input from a variety of sources. Individual land owners in general and the major land developers in particular should be invited to submit their own land use plans to the authors of the plan.

This will allow individual landowners both the opportunity to make meaningful direct impact to influence the formal plan but will as well provide some protection for individual landowners interests.

The contents of such plans should deal only with the structural elements of the physical planning such as:

(a) Transportation arterials financed by the City or the Province.

(b) Distribution of employment activities and major traffic generators.

(c) Public transportation concepts and major terminal points.

(d) Residential population distribution for the area as a whole.

(e) Commercial development distribution, philosophy and concepts.

(f) Broad outlines of open space distribution.

(g) Utilities.

Subsequent to the identification of the policies and locations of major infrastructure, urban community design cells can be defined. Because the public interest has been identified and protected by this prior planning document, the flexible competitive design approach can be applied to the further land use planning within the design cell.

1. STRUCTURAL FRAMEWORK FOR CONCEPTUAL PLAN PREPARATION AND DESIGNATION OF COMMUNITY DESIGN CELLS

Background

The conceptual planning in this research work, is directed toward the man made components of human settlement. Therefore the scope of this research is limited to the prairie lands where geometrical planning (one mile grid) has been practised for the last 100 years and yet it is recognized that conceptual planning, an art of originating ideas, also encompasses the natural setting of the land.

We wish to qualify our preoccupation with grid pattern of urban settlement by acknowledging without reservation the importance of city in the landscape as well as natural environments influencing and overriding the proposed modified grid system.

Thus, a completed concept would be a plan expressing a pattern of land uses in harmony with its natural features upon which a modified grid transportation network would be super-imposed.

The final product (concept plan) should be patterns of living and working places in cellular structures of activities with community wide magnets, linkages and gateways.

Interdependancy of Land Use Transportation

Land use and transportation are closely interconnected. Decisions as to the pattern of land use profoundly affect the design of the transportation network. Equally, once the transportation network has been decided many decisions as to land use become inevitable.

The primary goal of any land use/transportation study is to ensure that the transportation network gives a fairly evenly balanced service over the whole plan area, and as well to provide maximum freedom in the allocation of land uses. This freedom is needed to ensure flexiblility and acceptance of change in the future.

A balanced transportation system not only provides for fast and convenient movement of people, goods and services in any direction across the whole plan area, but also, addresses the various modes of transportation, such as public transit service, truck routes, railways and a road network heirarchy.

At the conceptual planning level there is a great deal of justification for serious theoretical discussions, for example land use/transportation relationships, where attempts can be made to arrange the planning ideas on a more general basis such as a conceptual bus routing framework.

2. CONCEPTUAL FRAMEWORK

There are essentially two conceptual modules for delineation of urban community design cells in Alberta:

First, is the historical one mile grid system covering the whole prairie region including the metropolitan areas of Edmonton and Calgary. This is exemplified in an excerpt from the City of Edmonton Transplan 1982.

The one mile grid has been reinforced by spacing of City-wide 4 lane arterial roadways which have been found, by transportation engineers, to provide sufficient capacity to accommodate peak-hour traffic generation for adjacent development.

Second, is the one kilometre grid system introduced into the City of Edmonton in the late 1960's through the West Jasper Place Outline Plan. This is illustrated in another excerpt from the City of Edmonton Transplan 1982.

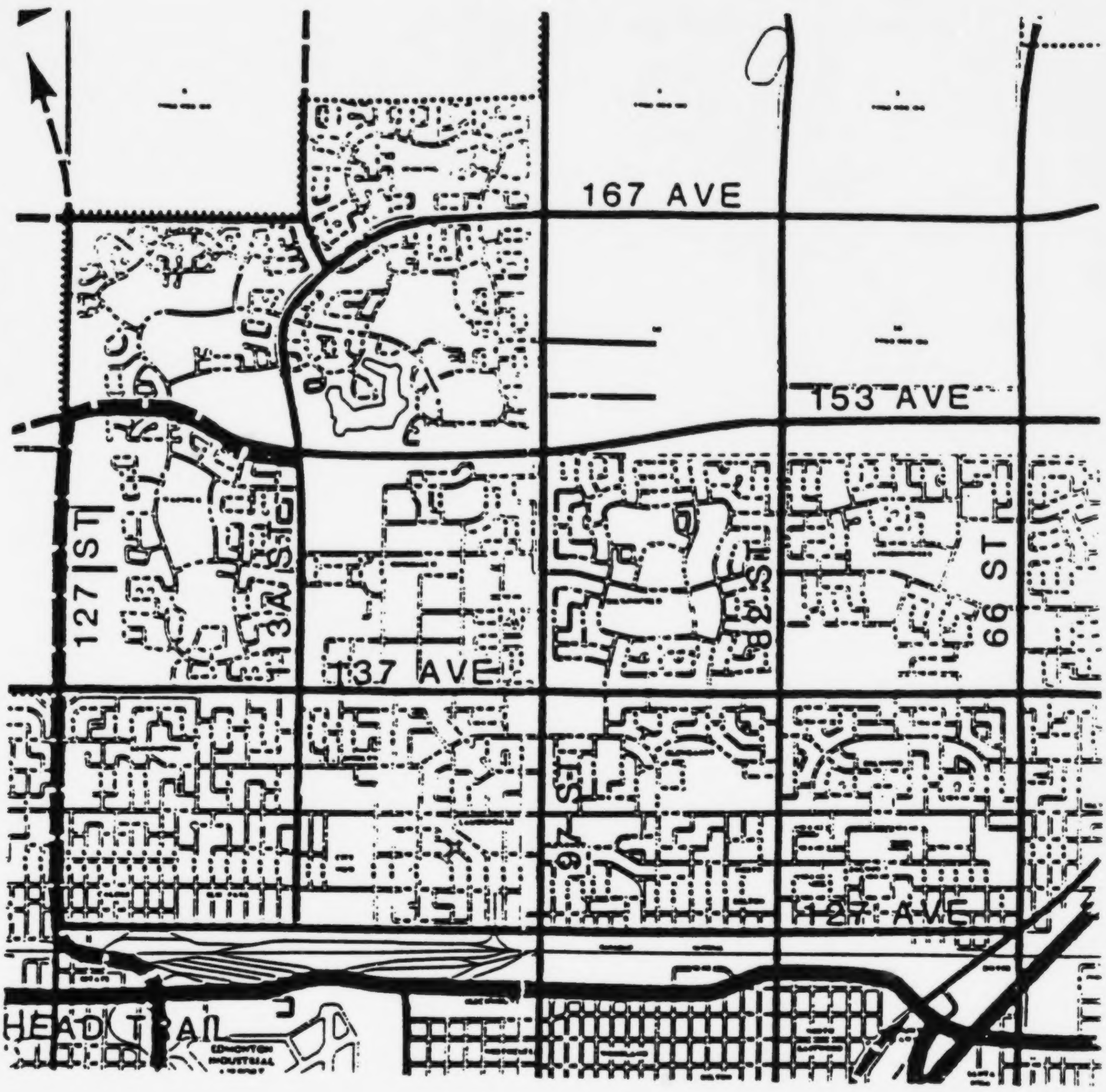
One kilometre spacing, on the other hand, has been demonstrated to permit maximum coverage for public transit service with minimal route kilometre.

A combination of these two concepts were used, by the authors of this report, as a demonstration concept plan for Northwest Edmonton during a public hearing in April, 1983.

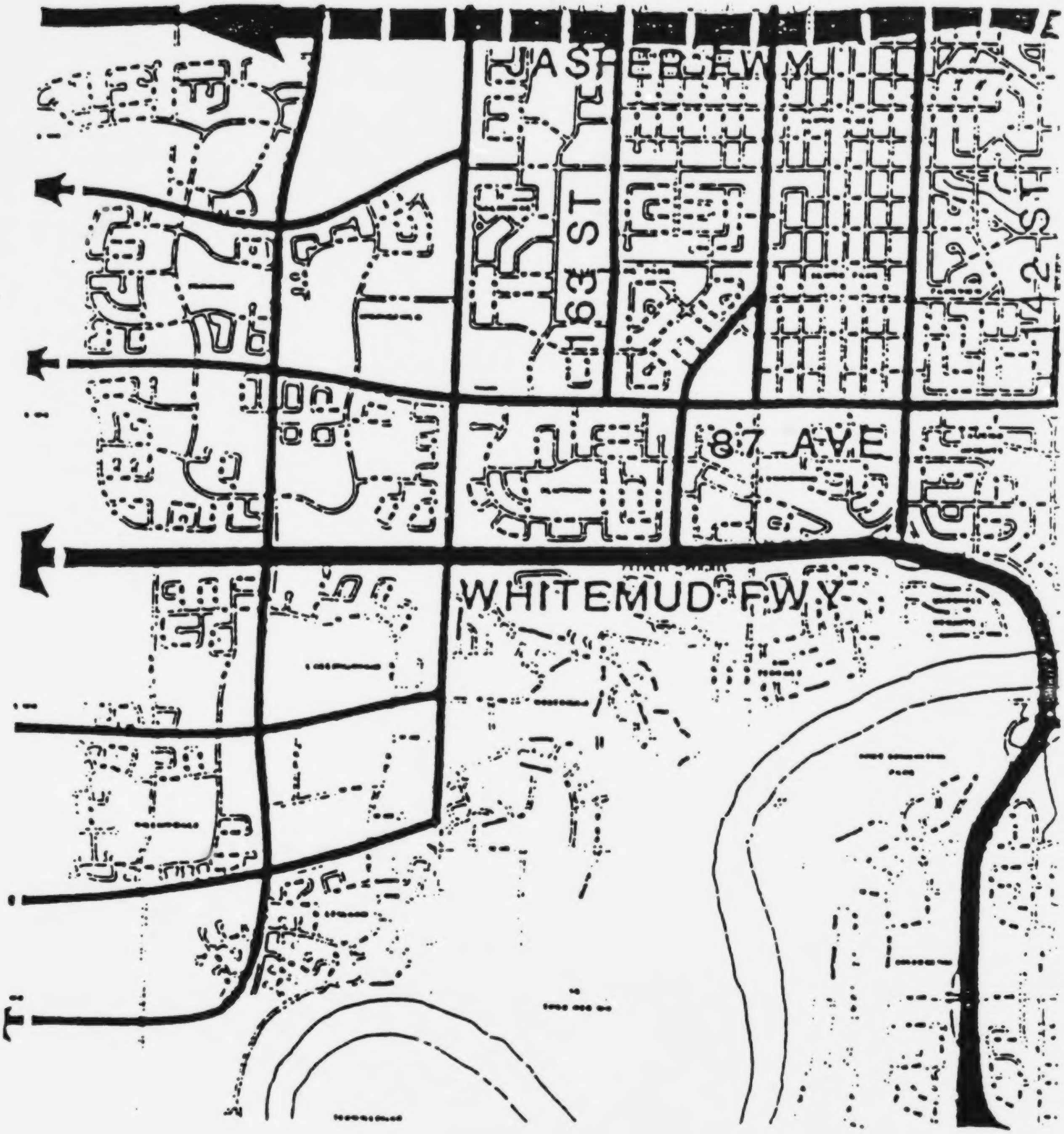
Case Study: South East Edmonton

To illustrate the structural framework for the designation and delineation of Community Design Cells south east Edmonton is used as a case study.

The existing regional roads and city at large arterial roadways in south east Edmonton readily blend into a desired hierarchy of urban freeways, regional linkages, city at large arterial roads, and public transportation routes. Drawings No. 1, 2, 3, 4 & 5 depict the existing components of a desired land use/transportation network.

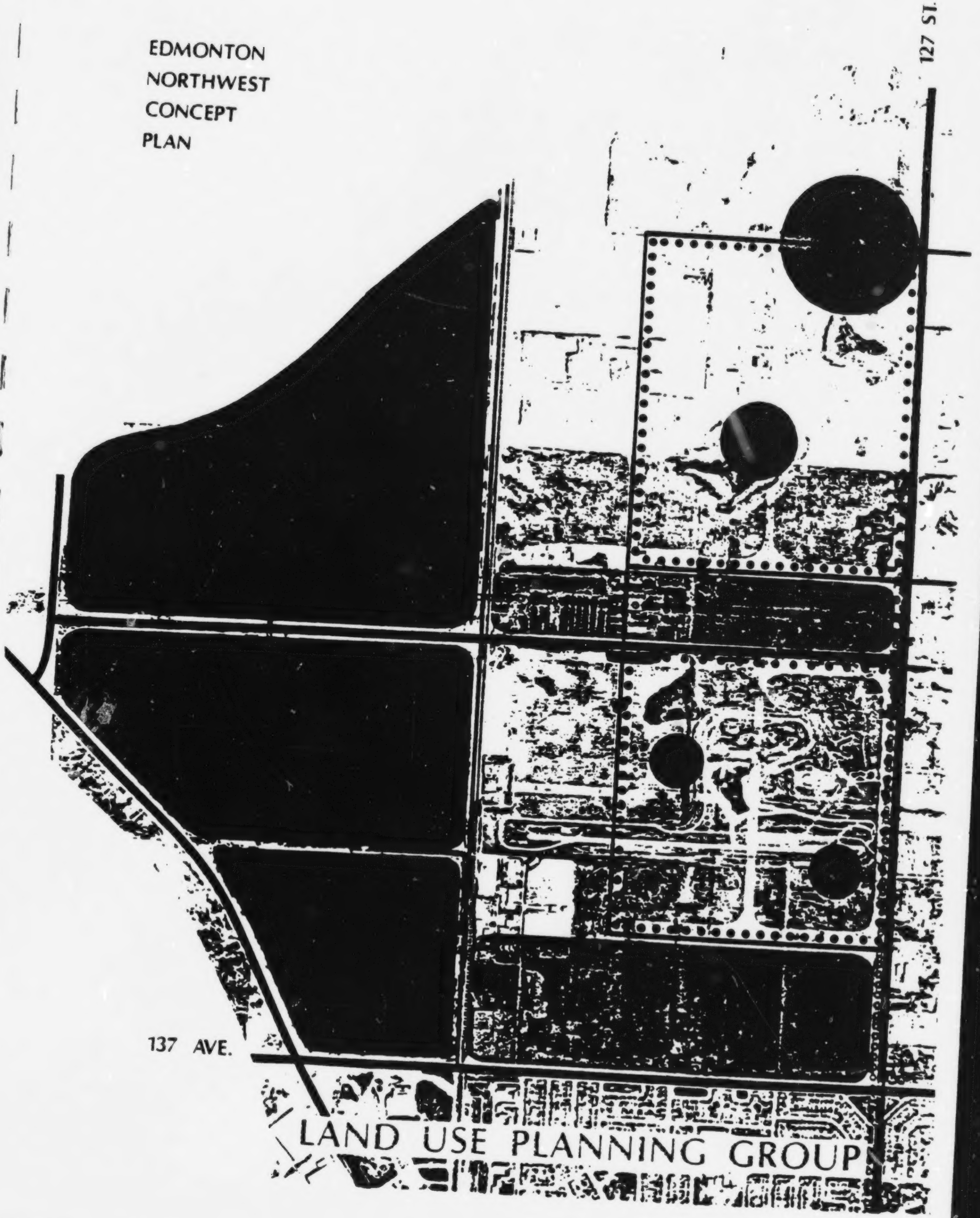


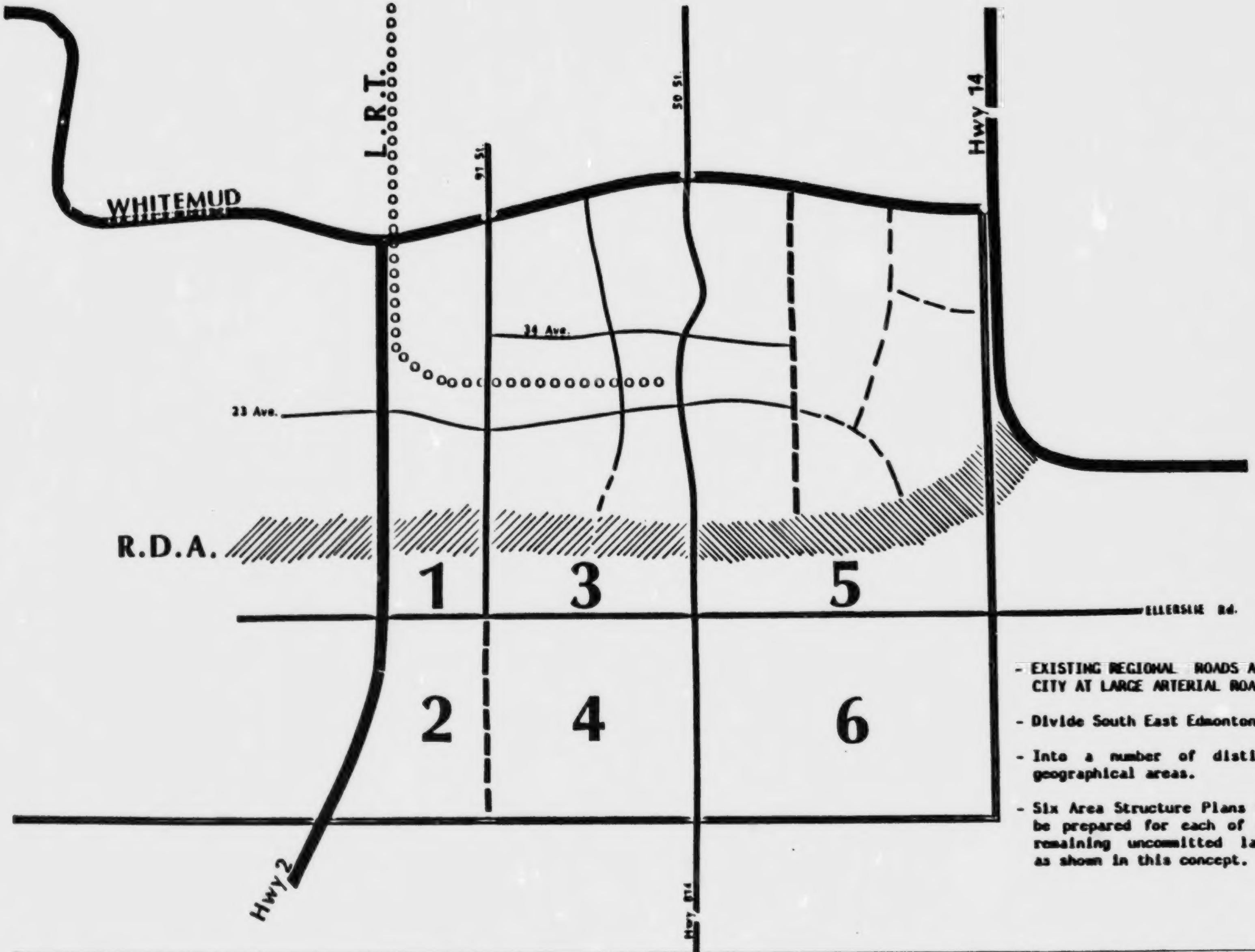
One Mile
Grid System
North Edmonton



One Kilometre
Grid System
West Edmonton

EDMONTON
NORTHWEST
CONCEPT
PLAN





- EXISTING REGIONAL ROADS AND CITY AT LARGE ARTERIAL ROADS
- Divide South East Edmonton
- Into a number of distinct geographical areas.
- Six Area Structure Plans may be prepared for each of the remaining uncommitted lands as shown in this concept.

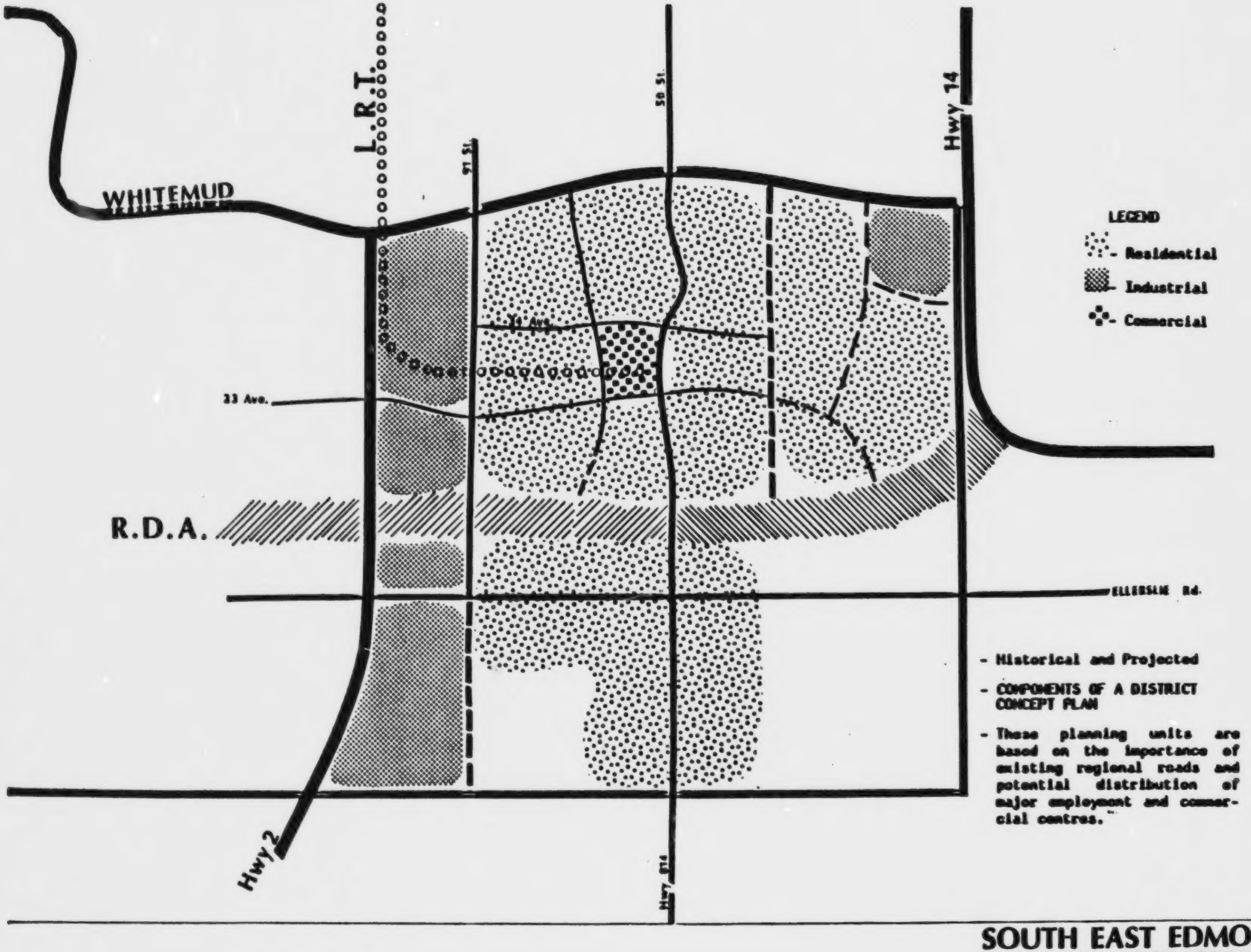
SOUTH EAST EDMONTON
A DESIGN CONCEPT

1

Urban Community **DESIGN CELL**

Prepared For:
ALBERTA DEPARTMENT OF HOUSING

Prepared By:
LAND USE PLANNING GROUP



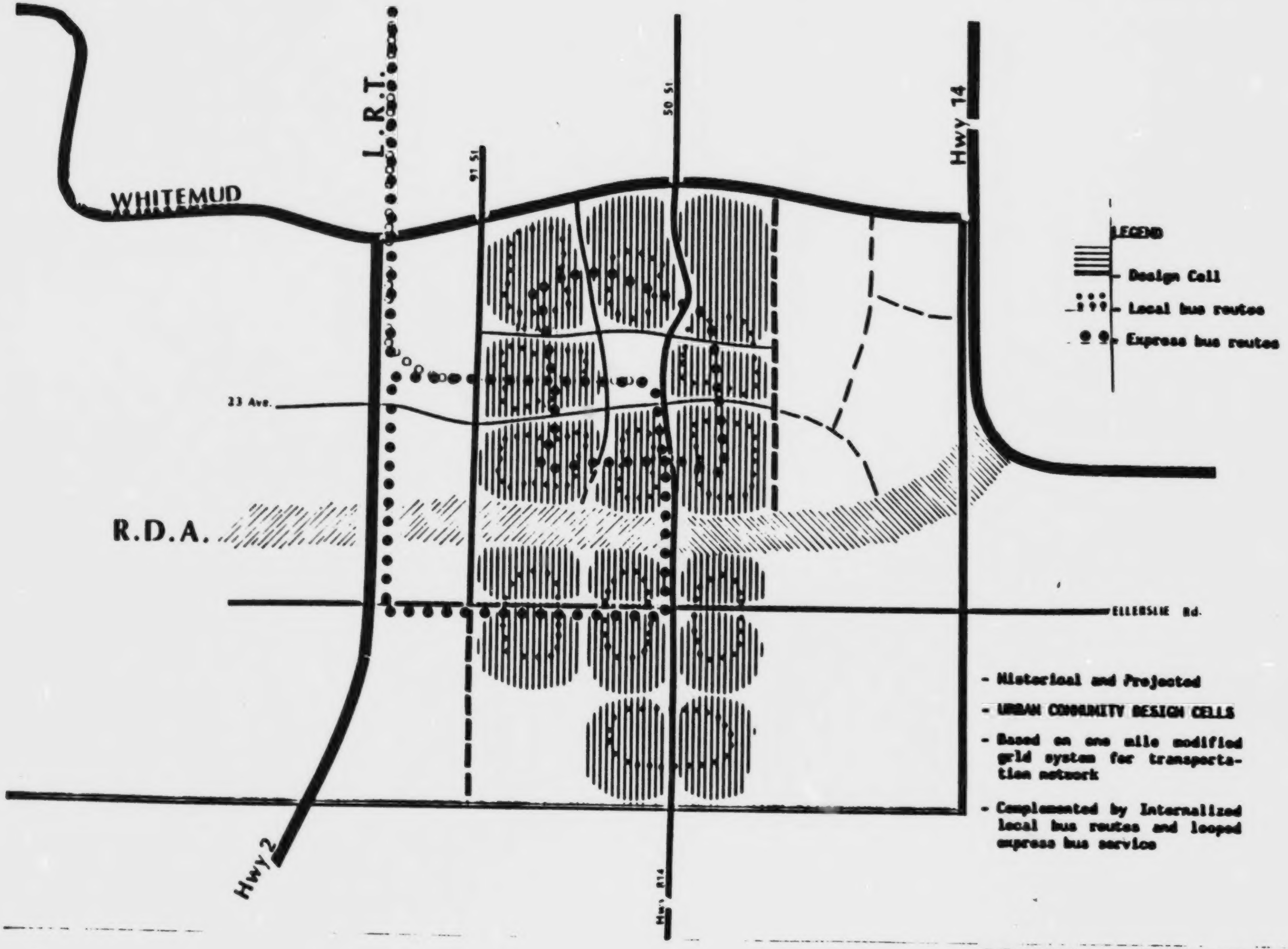
- Historical and Projected
- COMPONENTS OF A DISTRICT CONCEPT PLAN
- These planning units are based on the importance of existing regional roads and potential distribution of major employment and commercial centres.

SOUTH EAST EDMONTON
A DESIGN CONCEPT

Urban Community **DESIGN CELL**

Prepared for:
ALBERTA DEPARTMENT OF HOUSING

Prepared By:
LAND USE PLANNING GROUP



- Historical and Projected
- URBAN COMMUNITY DESIGN CELLS
- Based on one mile modified grid system for transportation network
- Complemented by Internalized local bus routes and looped express bus service

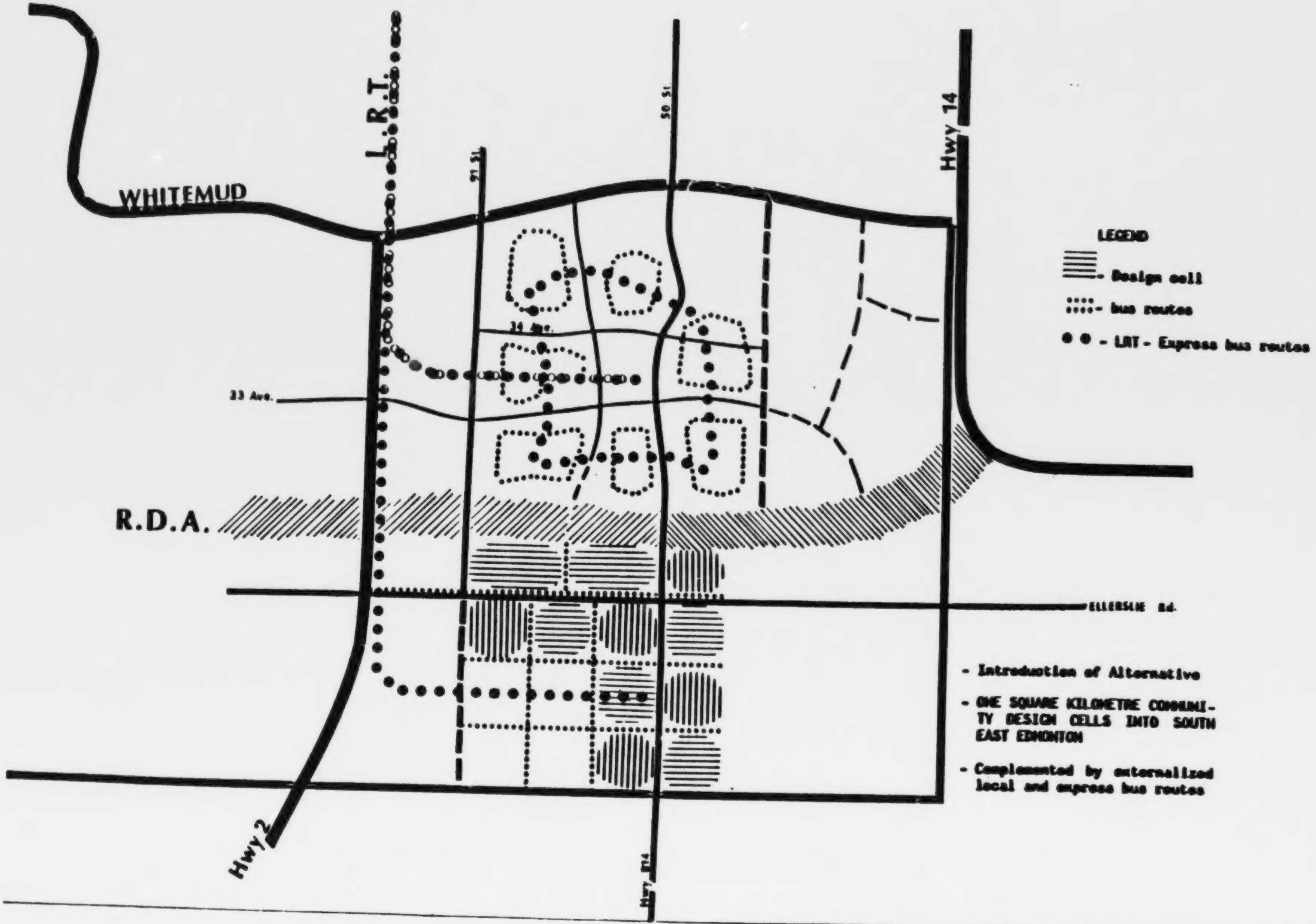
Urban Community **DESIGN CELL**

Prepared for
ALBERTA DEPARTMENT OF HOUSING

SOUTH EAST EDMONTON
A DESIGN CONCEPT

Prepared By
LAND USE PLANNING GROUP

3



- Introduction of Alternative
- ONE SQUARE KILOMETRE COMMUNITY DESIGN CELLS INTO SOUTH EAST EDMONTON
- Complemented by externalized local and express bus routes

Urban Community **DESIGN CELL**

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SOUTH EAST EDMONTON
A DESIGN CONCEPT

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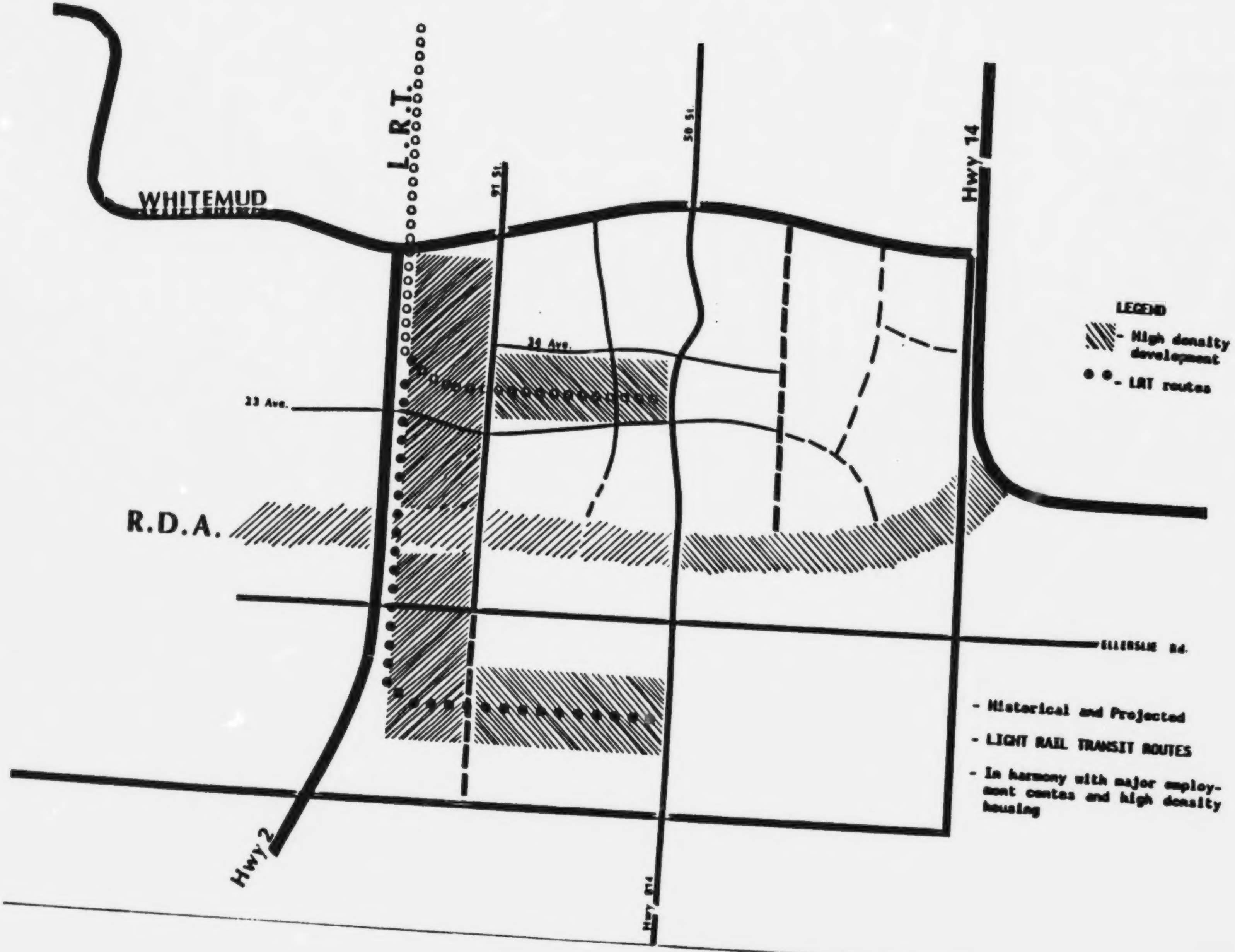
4


WHITEMUD
L.R.T.
91 St.
50 St.
Hwy 14
34 Ave.
23 Ave.
R.D.A.
ELLERSLIE Rd.
Hwy 2
Hwy 814
LEGEND
▨ - High density development
● ● - LRT routes
- Historical and Projected
- LIGHT RAIL TRANSIT ROUTES
- In harmony with major employment centes and high density housing

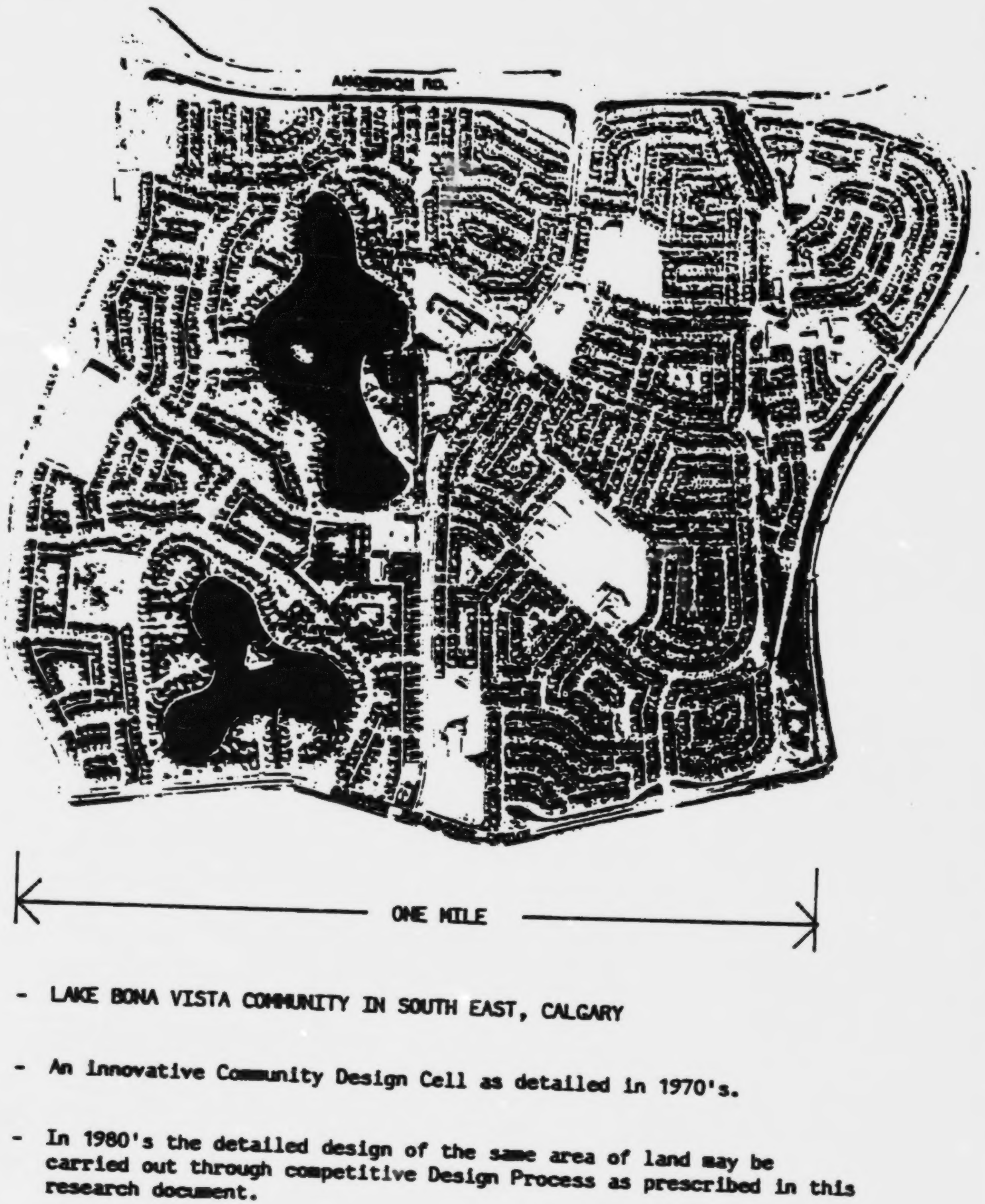
Urban Community **DESIGN CELL**

Prepared for:
ALBERTA DEPARTMENT OF HOUSING

SOUTH EAST EDMONTON
A DESIGN CONCEPT

Prepared By:
LAND USE PLANNING GROUP

5



- LAKE BONA VISTA COMMUNITY IN SOUTH EAST, CALGARY

- An innovative Community Design Cell as detailed in 1970's.

- In 1980's the detailed design of the same area of land may be carried out through competitive Design Process as prescribed in this research document.

3. URBAN COMMUNITY DESIGN CELLS

"Of all the infrastructural elements, transportation and open-space systems are likely to be the most important in structuring any concept plan. These are fundamental to the usefulness and quality - and therefore the value - of the locations they border on."

"Taken together the transportation and open space systems will establish the skeleton for all other land uses, and systems."

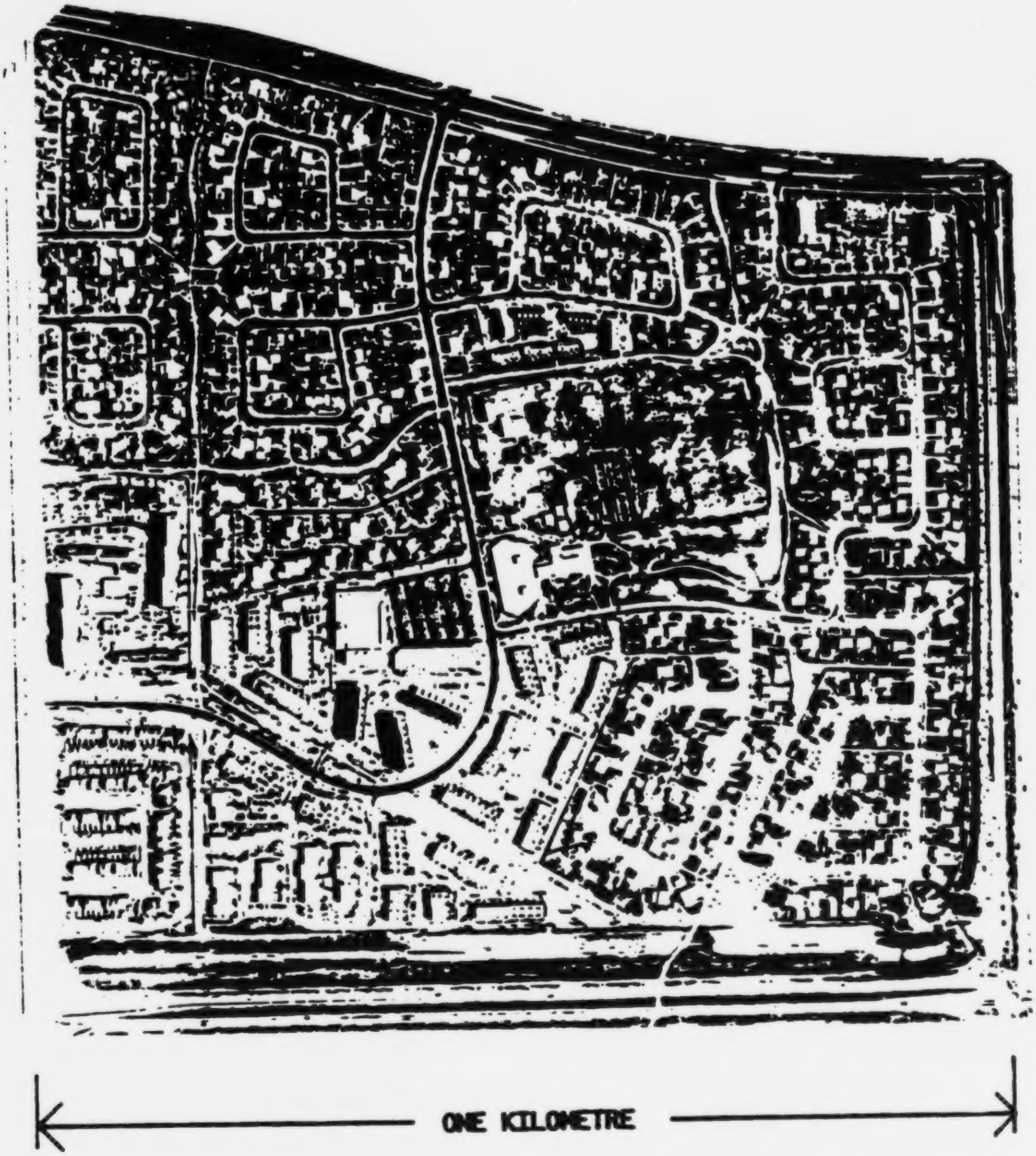
Source: New Towns in America
The American Institute of Architects, 1973.

The word "community" has interpretations. However, in this research work it is meant to signify those geographical entities in which community leagues and/or Community Associations operate. Thus, the size of such an Urban Community would vary from two to six Quarter Sections with the majority being approximately one square mile (ie. 4 quarter sections).

We limit the scope of this Urban Design exercise to a maximum area of one square mile which we name URBAN COMMUNITY DESIGN CELL. Each urban commmunity design cell may be created by a number of different boundary conditions, for example, arterial roads, railways or environmental reserves such as ravines, a river valley or a man made lake.

This framework is equivalent to a land use-transportation plan. Such a plan provides for linkages among the major components of an urban area that is residential areas, employment centres, and other socio-economically oriented citywide magnets.

A variety of design cells are shown in the following illustrations.

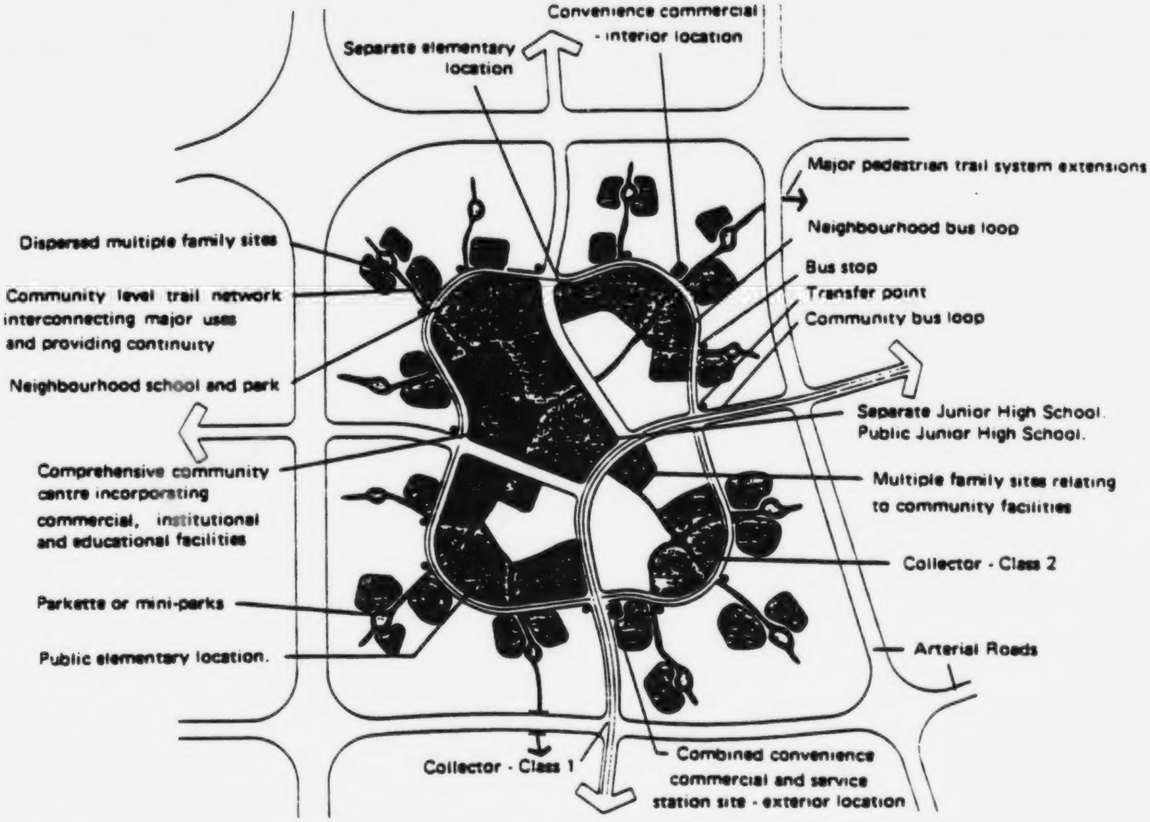


- THORNECLIFF NEIGHBOURHOOD IN WEST JAPSER PLACE, EDMONTON

- One square kilometre Community Design Cell.

- As implemented in 1970's.

- Bus routes may be externalized in such Design Cells in 1980's to achieve economy in an effort to reduce negative cash flows of public transportation delivery.

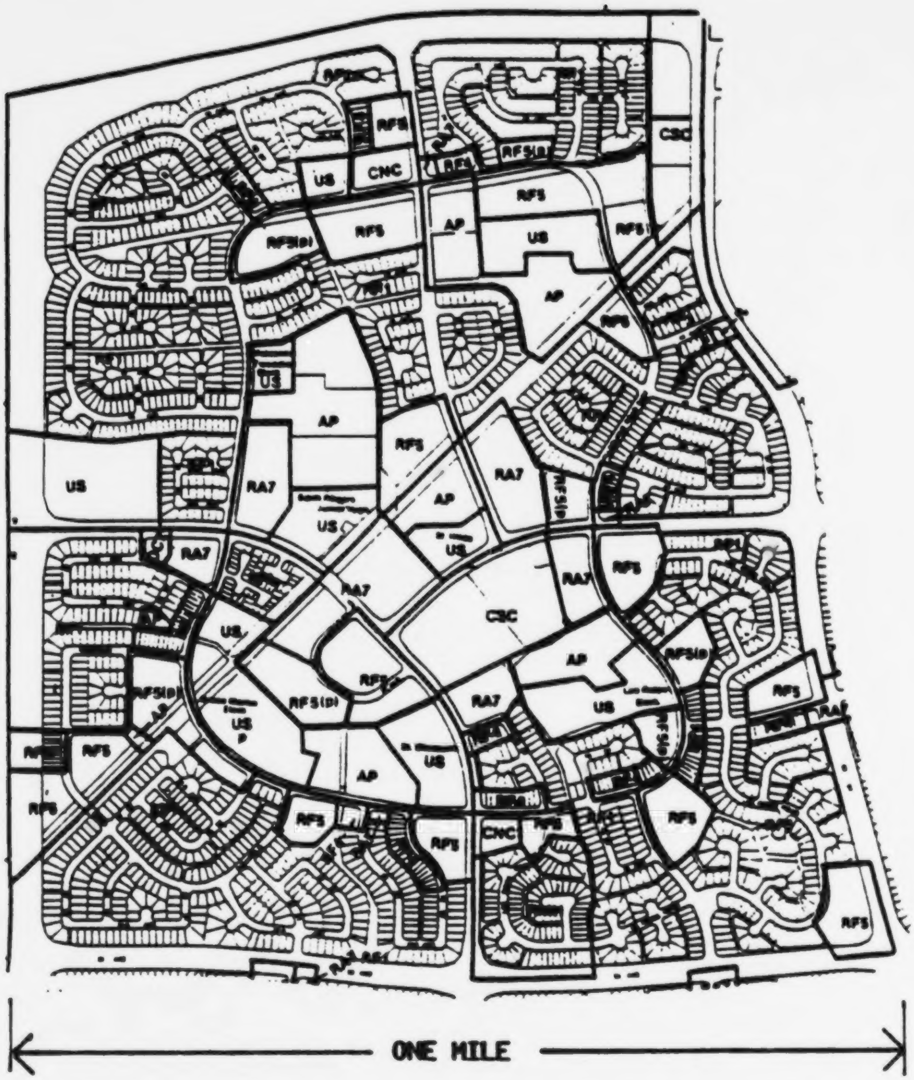

Convenience commercial
- interior location
Separate elementary location
Major pedestrian trail system extensions
Neighbourhood bus loop
Dispersed multiple family sites
Bus stop
Transfer point
Community bus loop
Community level trail network interconnecting major uses and providing continuity
Neighbourhood school and park
Separate Junior High School.
Public Junior High School.
Comprehensive community centre incorporating commercial, institutional and educational facilities
Multiple family sites relating to community facilities
Collector - Class 2
Parkette or mini-parks
Arterial Roads
Public elementary location.
Collector - Class 1
Combined convenience commercial and service station site - exterior location

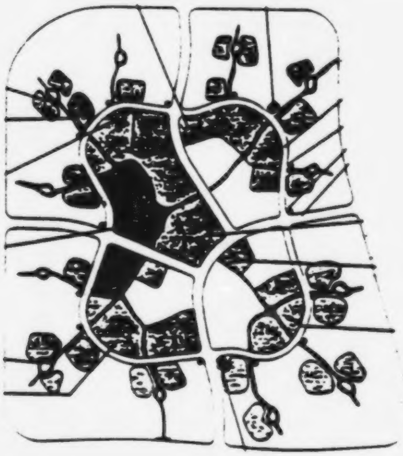
Schematic Community Structure

- **A TYPICAL, ONE SQUARE MILE COMMUNITY DESIGN CELL.**

- **As contemplated in a concept plan or large scale Area Structure Plan.**

- **Concepts are introduced for an Internalized bus route and General distribution of open space, within city wice arterial roads as perimeters of the Design Cell.**
]



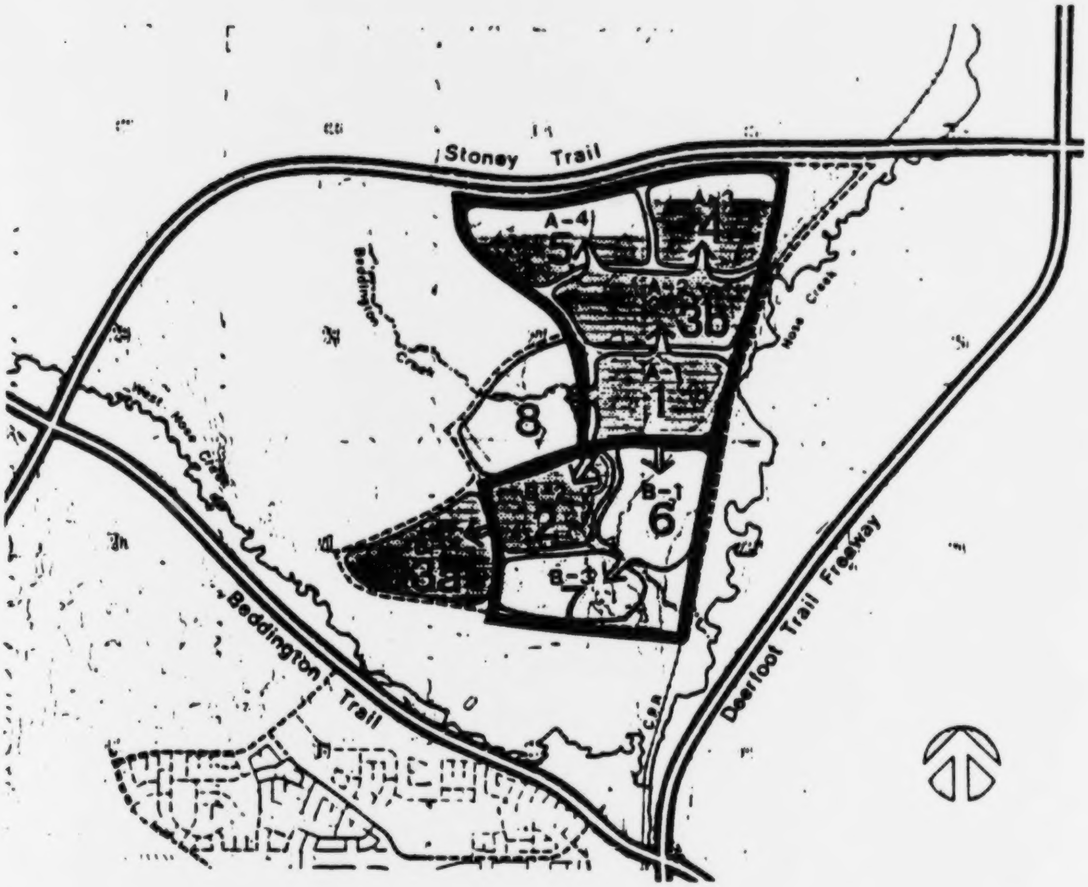


- MILLBOURNE COMMUNITY
  IN MILLWOODS, EDMONTON

- One square mile community Design Cell.

- As perceived and subdivided in 1970's.

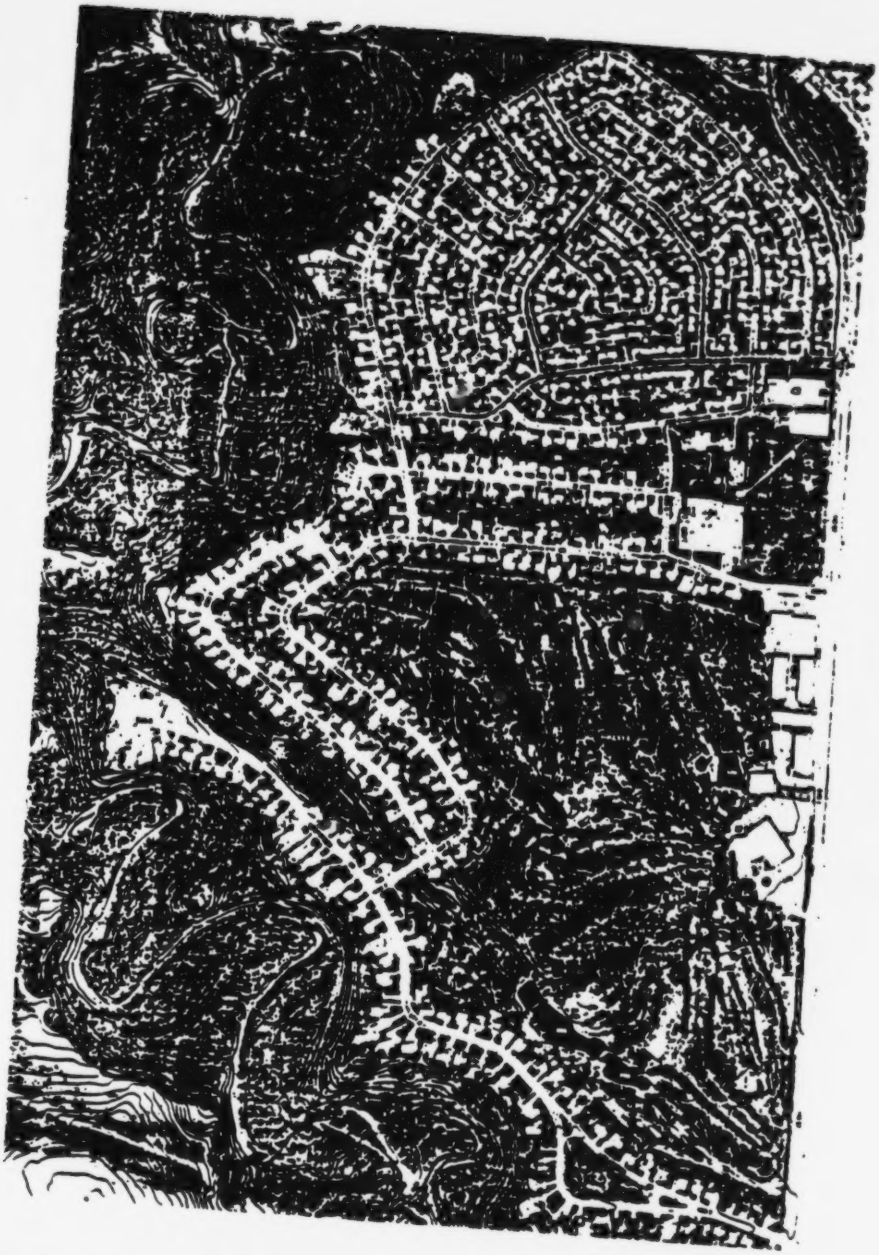
- An Urban Design Stage may be introduced in the 1980's to increase efficiency and implement marketing objectives.



- CALGARY NORTH AREA STRUCTURE PLAN as perceived within the context of Calgary North Policy Report.

- Two community Design cells are identified within city wide Arterial road network.

- Seven sub-cells are delineated within the two Community Design Cells for Urban Design purposes.



- ASPEN GARDENS NEIGHBOURHOOD IN SOUTH, EDMONTON

- A Community Design Cell in harmony with nature.

- A Design Cell bound by a ravine, a golf course, as well as city wide transportation route.

4. INTERNAL ELEMENTS OF URBAN COMMUNITY DESIGN CELLS:

The most generic elements of urban community design cells are:

- a) Schools
- b) Distribution of open space and recreational facilities
- c) Bus routes and collector roads
- d) Community center, activity centre, nodes, and gateways
- e) Housing mix, housing forms and housing densities

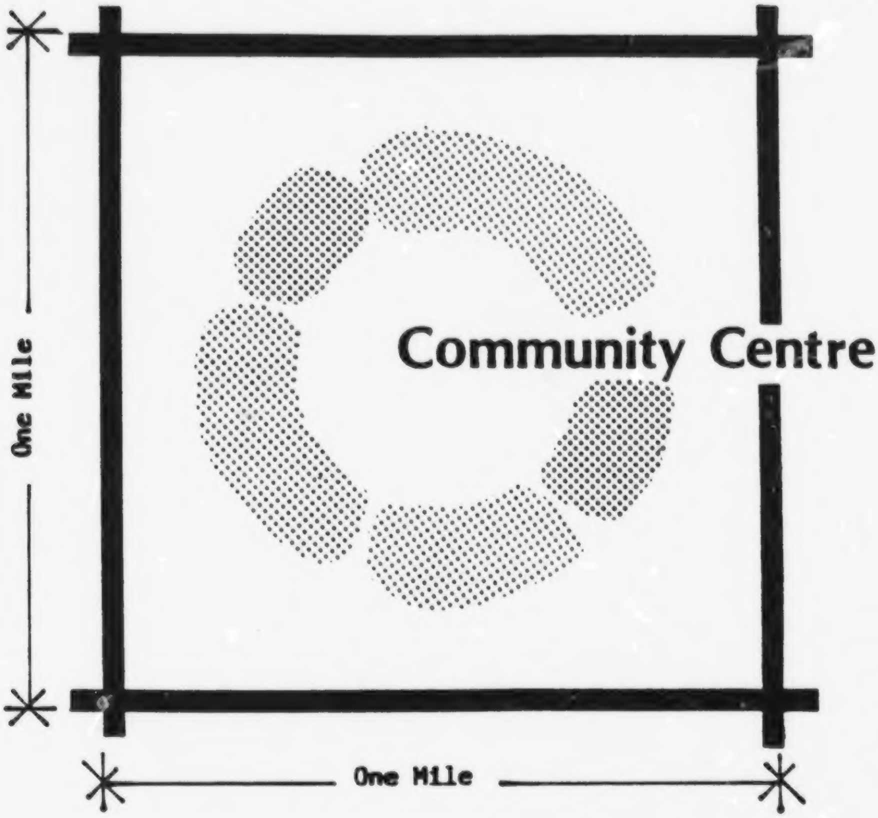
The following six conceptual drawings illustrate elements (a) to (d) inclusively. These drawings show both, one square mile and one square kilometre design cells.

It should be noted that, the major difference between the two sizes of design cells, is the treatment of bus routing, where, in one square kilometre design cells, bus routes are externalized, for the reasons of economy, privacy, energy efficiency and flexibility. While, in one square mile design cells, bus routes are internalized following the best tradition of public transit route planning.

The all important element of housing mix and housing forms will be the primary subject of the proposed competitive design approach outlined in this research work.

However, the subjects of housing tenure and the overall magnitude of housing density, must be resolved through City wide policy framework and specified in the terms of reference governing the process of the proposed design competitions.

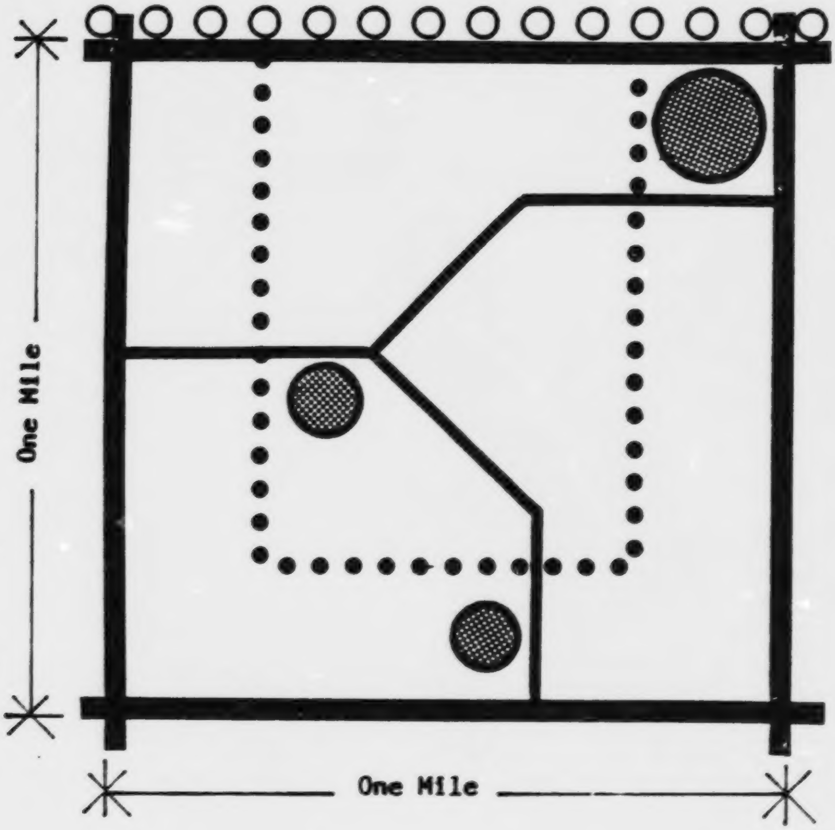
OPEN SPACE & SCHOOLS



STATISTICS FOR ONE SQUARE MILE URBAN COMMUNITY DESIGN CELL:

- Population size; 12 to 15,000 people, approximately 5 to 6,000 households.
- 3 to 5 Elementary schools inclusive of public and separate school types.
- 2 Junior high schools (public & separate)
- Maximum of 5 school buildings
- Continuous walkways, parks and playgrounds linking all schools.

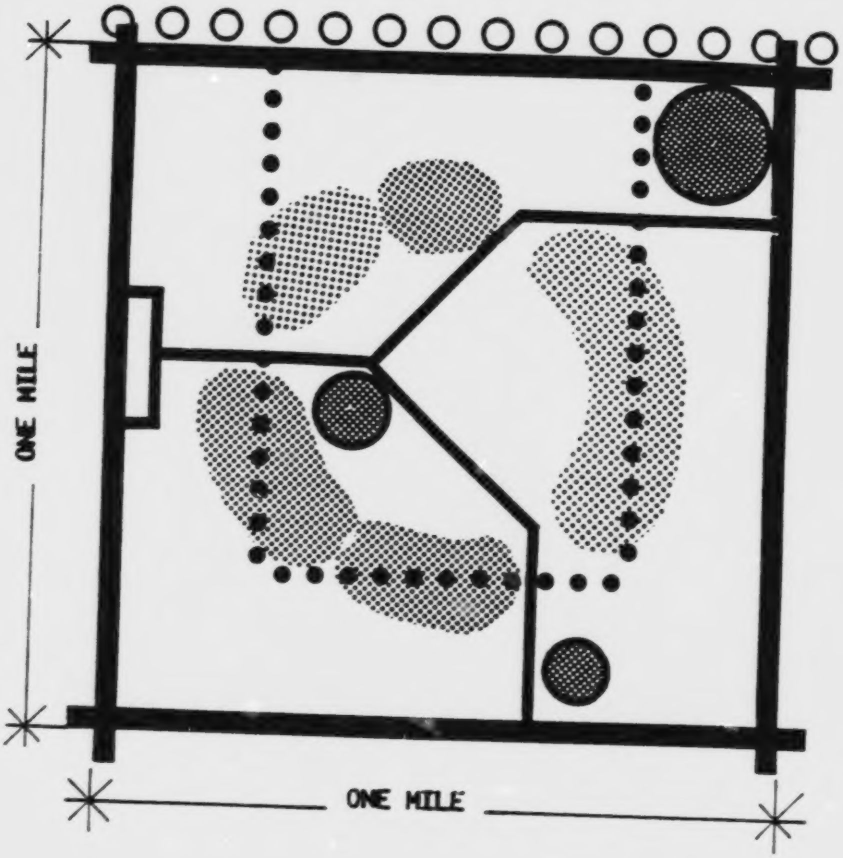
BUS ROUTE & COLLECTOR ROADS



INTERNALIZED BUS ROUTE IN ONE SQUARE MILE URBAN COMMUNITY DESIGN CELL:

- Interlink neighbourhood activity centres, commercial development, nodes, gateways and city at large social and recreational facilities.

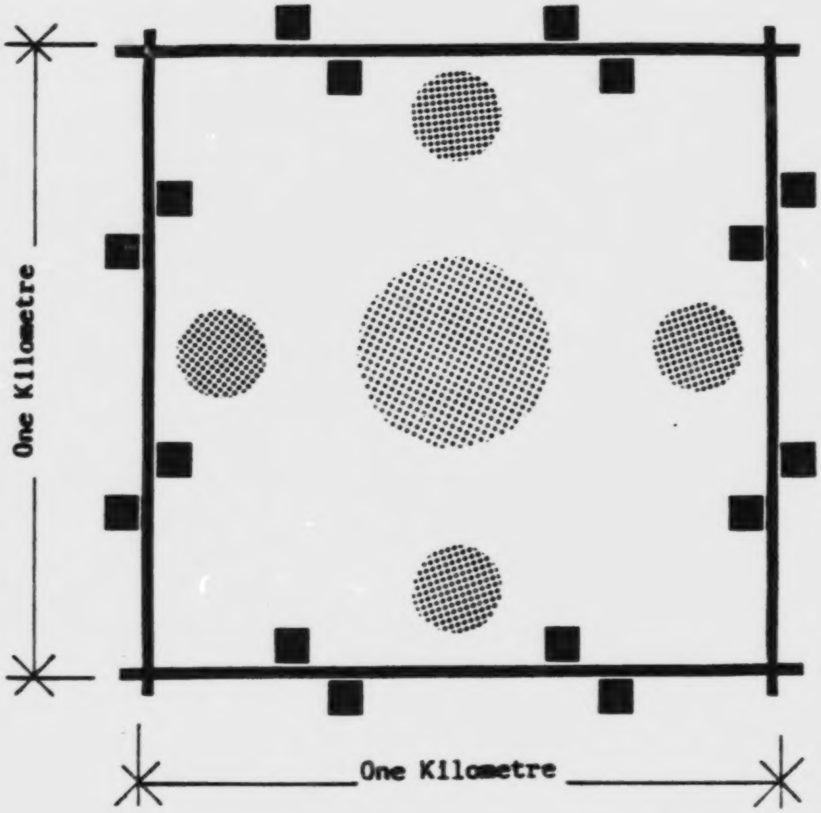
PRECONCEIVED ELEMENTS OF URBAN COMMUNITY DESIGN CELL



PREREQUISITE ELEMENTS OF DESIGN FOR URBAN COMMUNITY DESIGN CELLS, RESULTING FROM CONCEPTUAL PLANNING AT THE DISTRICT LEVEL:

- These elements include bus routes, collector roads, neighbourhood and community commercial centers, schools and open space, city at large recreational facilities, and gateways.

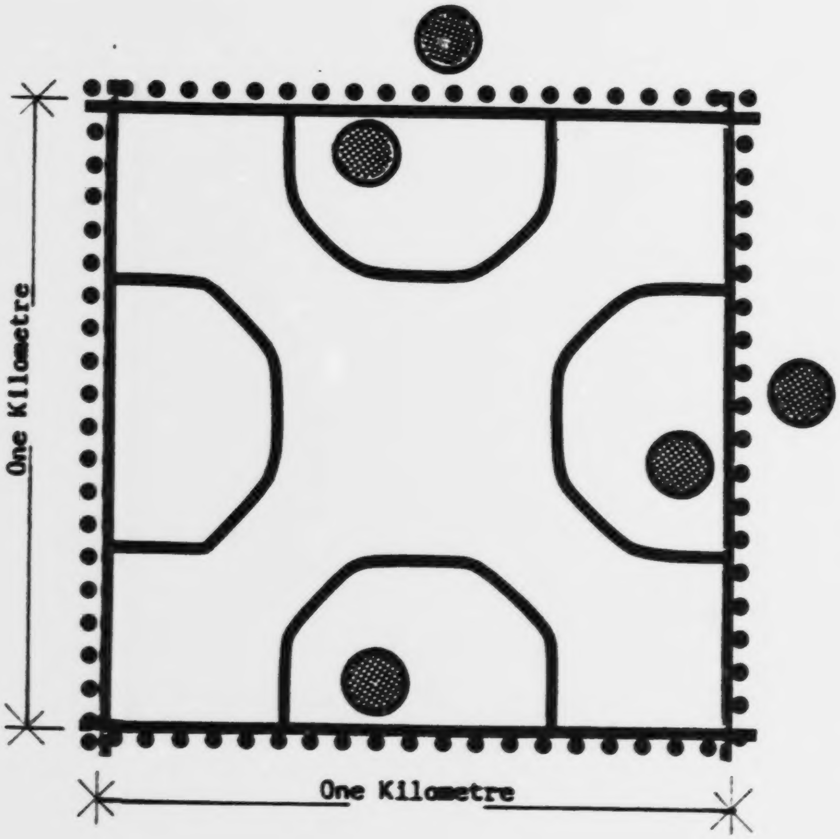
OPEN SPACE, SCHOOLS & BUS STOPS



STATISTICS FOR ONE SQUARE KILOMETRE URBAN COMMUNITY DESIGN CELL

- Population size; 5 to 7,000 people, approximately 2 to 3,000 households.
- One centrally located and two shared elementary schools (public and separate).
- One or two shared junior high schools.
- Maximum of 3 school buildings.
- Continuous walkways, parks and playgrounds linking all schools.

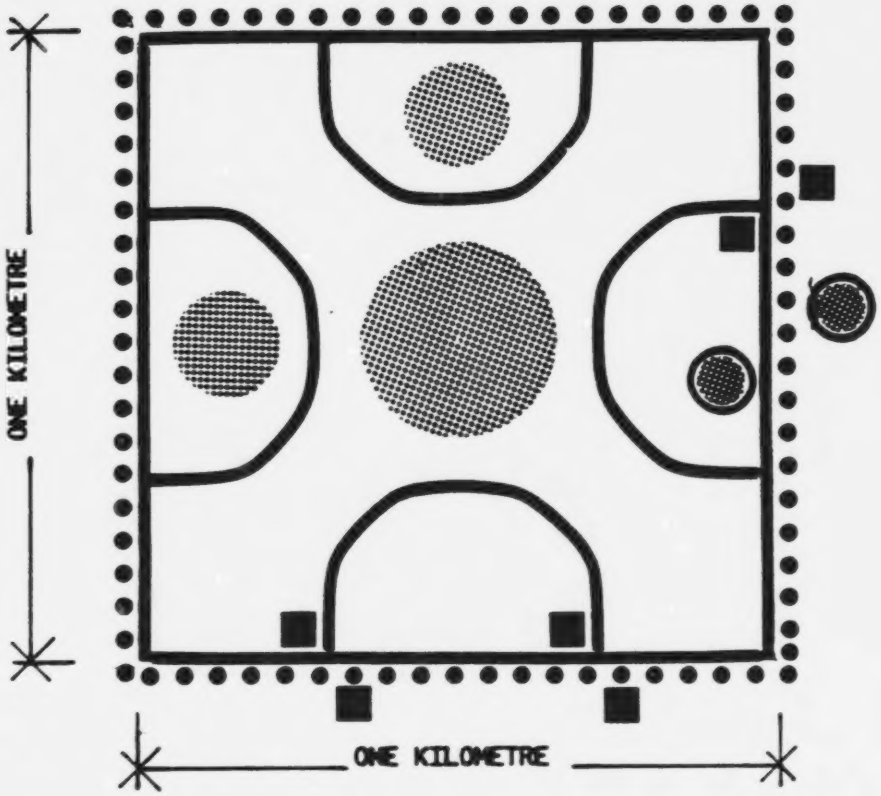
EXTERNALIZED BUS ROUTE AND COLLECTOR ROADS



EXTERNALIZED BUS ROUTE IN ONE SQUARE KILOMETRE URBAN COMMUNITY DESIGN CELL

- Interlink activity centres, commercial uses, gateways, and city at large social and recreational nodes and facilities.

PRECONCEIVED ELEMENTS OF URBAN COMMUNITY DESIGN CELL



PREREQUISITE ELEMENTS OF DESIGN FOR URBAN COMMUNITY DESIGN CELLS, RESULTING FROM CONCEPTUAL PLANNING AT THE DISTRICT LEVEL:

- These elements include bus routes, collector roads, neighbourhood and community commercial centers, schools and open space, city at large recreational facilities, and gateways.

CHAPTER III

ASSESSMENT OF THE DESIGN BY COMPETITION APPROACH

The design by competition approach in itself does not create innovative housing but rather it creates two preconditions necessary for innovative housing to be introduced (1) "context" and (2) "opportunity".

First innovation in housing form requires a place, "a context". Housing is but one part of a community. Therefore any innovation which addresses housing forms must also address the elements of the community, the context in which that innovation is to be introduced. The supporting elements must be in place to complement an innovative approach if that innovation is to be successful. The urban community design cell proposed in the research provides "the context".

Secondly, innovation requires "opportunity". Urban designers can provide a broad range of new ways of looking at our communities and how they are organized. However to do so they need a forum where those ideas can be fairly evaluated and perhaps implemented. The essense of the competition approach is that it provides an opportunity and a forum for ideas to be presented.

The costs and benefits of the design by competition approach can be evaluated on how successfully it can provide both "context" and "opportunity" and how readily it can be integrated into the existing regulatory system.

CONTEXT

The land development and housing industry in Alberta not only is a heavily regulated industry but also is an industry bound by a marketing perception based on the single family dwelling. However as discussed earlier in this report the 1980's will require a change. The design by competition offers a method or procedure for encouraging innovation to meet the changes required for the 80's. Many of these innovations may challenge traditional patterns of land development and may be rejected because they are evaluated only in terms of these traditional patterns. There is therefore a need to provide a more comprehensive context for evaluation. Individual actors in the approval process usually only address those aspect of the design which affect them i.e. roads, or utilities, or parks, or schools, etc. Oftentimes these actors introduce regulations and practises to protect or to promote their specific interest areas. The result is an evaluation which focuses on the individual elements and the reinforcement of existing patterns and designs which may no longer be appropriate. Although innovations which improve the performance of various individual elements do get debated and negotiated, however, innovations which do not fit the existing context have a difficult time being accepted. The evidence of such difficulty is quite clear in the case of the introduction of zero lot line housing, an innovation which required a clear change in conceptual thinking and which took a great deal of effort to introduce because each of the individual regulatory elements had to be negotiated. To quote from Lois Bridges in an article in Habitat Vol. 22, No. 1 on "Small-lot Housing in Alberta", "In the Mill Woods experiment pleasing the public turned out to be easier in many ways than satisfying civic and provincial authorities, handicapped by a lack of mechanisms and procedures for dealing handily with such an innovative approach."[1]

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[1] Millwoods Experimental Housing Project CMHC

To assist innovation, effort should be directed toward the concept as a whole and to the evaluation of that concepts in terms of how it meets objectives. The individual elements should not rule the concept. This point is well expessed by architect Bill Wyness in the Nov/Dec 1982 issue of LandMark The Alberta Housing Corporation magazine, in an article by Judy Halven.

> "Bill Wyness feels the roots of the solution (innovation) lie in the way the process is organized. '. . . that means that the infrastructure will dictate what goes onto the parcels of land rather than the infrastructure serving the community. Our subdivisions are predicated on having elementary schools within walking distance, fire hydrants so many feet apart, unscreened front yards, and streets being so wide. Some of these standards may or may not be useful in the long run. Many historical cities in Europe for instance, still function well despite the lack of this type of planning'".[1]

This however does not suggest that planning should be done in a vacuum without constraint. The conceptual approach outlined in the competitive design approach distinguishes between elements where the designer is free to express his ideas and where public needs constrain those ideas. The method advocated by the competitive approach requires the public sector to establish a rigid framework for major structural elements which public expenditures support and whence which the public sector has a primary interest to protect. The framework so established defines the community design cells within which the designer should have freedom of expression to meet market objectives etc. If there are features within the design cell which as a matter of public policy must be in place such elements can be introduced as evaluation criteria. By introducing these features as part of the evaluation method, the designer is encouraged to propose a variety of solutions.

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[1] Landmark Nov/Dec 1982, Alberta Housing Corporation

OPPORTUNITY

The present land planning and development process is characterized by conflicting desires of "certainty" and "flexibility". These two desires exist coincidently on both sides of the approving process. The development industry wants the approving authority to provide the certainty that their development scheme will be approved provided that the developer can have the flexibility to change the plan as his discretion directs. On the other hand the approving authority wants to protect itself and the public from undesireable activities and from unforeseen commitments. The result is therefore nebulous plans on one hand and exacting rules and regulations on the other. The tension between these two areas becomes the focus of negotiation to the detriment of discussions of design.

The competitive design approach introduces into the system a bridge between the major participants, the developer and the regulator, such that the dialogue is focused on the design opportunities rather than on defending positions.

This design problem is well stated by Barry Pendergast, architect in the Nov/Dec. 1982 issue of Landmark.

"The increase in costs for innovative design techniques is due more to the fact that we are not used to innovation. People involved in planning and design on both the public and private levels have a top down centralist mentality sometimes. They should realize they too are part of the creative process. Everyone in the profession seems to be caught between the public and private bodies for whom they work. Whenever they have an option they say no, which definitely cuts down on innovative thinking."

The competitive design approach creates opportunities for innovation (1) by providing a forum for new ideas to be expressed in a neutral fashion (2) by providing more designers with the chance to submit their ideas, i.e. more input from more sources (3) by providing an evaluation process which focuses on the design concepts and how the various requirements are solved within the specified constraints.

The benefits of the design by competition approach for promoting innovative planning and housing design are as follows:

1. It establishes through the community design cell a definite area where the urban designer can apply his skills to meet a full range of objectives which may include both public and private sector requirements.

2. The public interest has been protected by defining the design cells and by setting out evaluation criteria.

3. The designer has the oportunity to develop a set of concepts which will work together within the same design cell and therefore each component can complement the others.

4. The evaluation of the design is based on how well the design meets the objectives set up in the criteria.

COMPATIBILITY WITH PRESENT FRAMEWORKS

The competitive design approach can be carried out within the present legislative and regulatory framework of the Planning Act of 1977 and in some cases within the administrative framework established in some municipalities.

Legislative Framework

The major legislative frameworks are the Statutory Plan, the Subdivision Regulations, and the Land Use Bylaw. None of the three statutory planning instruments, The Regional Plan, The General Plan, the Area Structure Plan, restrict the use of the design by competition approach. Although the General Plan of a municipality may in its policy statements and directions severely curtail the kinds of innovation which could be introduced, the legislation itself is flexible as to method with the exception that prior to adoption a Plan requires a formal public hearing.

Most Regional Plans in the province provide a General Urban land use classification for major communities. Within the General Urban designation most urban land users are permitted and there is ample flexibility for innovative approaches.

Most General Municipal Plans contain policy statements encouraging innovative approaches to residential development. The context of such policy statements is usually related to goals of increasing residential densities which in turn are based on objectives of better utilization of land, energy efficiency etc. The design by competition approach could be implemented as part of the implementation of such policies.

If there is a deficiency in the legal framework it is in broad interpretation available for Area Structure Plans. Different municipalities have made quite different uses of this instrument. All of the four municipalities reviewed have set up alternative non statutory planning documents to bridge perceived gaps between the statutory plans.

The Subdivision Regulations also should not restrict the design by competition approach although designers will have to conform to a number of regulated requirements for minimal lot sizes and reserve requirements. In some cases other regulations relating to highway frontages would also apply. In any case provision is available upon application to the Alberta Planning Board to waive the subdivision regulations. (section 141(2)).

It should also be noted that the Planning Act provides specific opportunities for the application of the design by competition approach in permitting the Minister to designate an area as an Innovative Residential Development Area.

The other major legislative tool, the Land Use Bylaw, provides ample opportunity for innovative design approaches through the designation of Direct Control Districts where design specific regulations can be applied.

MUNICIPAL REQUIREMENTS

The design by competition approach, however, will require some commitments by a municipality.

(1) The definition of urban community design cells is an essential exercise for the public sector to establish the basic structural elements which it finances. These structural elements will impose

limitations. For example, the utility and sewerage systems do have capacity limitations which must be respected. The process of defining these basic structural elements is not new, it is already carried out by various public works department as part of their facility planning. The novelty of the competitive design approach is that the public sector facility planners must first set out their concepts of servicing and examine those concepts in terms of the trade offs and limitations they impose.

By defining the essential public sector's investments and protecting those investments, the developer can be given the freedom within those limitations to design and service the market as he sees it. Design rules and regulations should only be introduced into the design cell where essential public protection issues are at stake and where neighbourhood design is a critical element in ensuring that public protection. Where there are other legislative mechanisms available which may be a more appropriate method to protect the public interest they should be used instead of encumbering the design.

(2) The second major commitment is establishing an evaluation criteria for a competition since it is through the evaluation criteria that public values can be introduced in such a way that the designer is challenged to devise a response rather than to adopt a prescribed response. Some of the elements which would be included in the urban community design cell evaluation are criteria discussed in other parts of the study. It should, however, be remembered that the setting up of the evaluation criteria is intended to guide the urban designer

towards publicly agreed objectives. The criteria should not take the form of regulation unless so required to protect a specific public interest.

CHAPTER IV

DESIGN BY COMPETITION APPROACH

Once the perimeters of an Urban Community Design Cell is identified, the consent of the majority of land owners within the design cell must be obtained, prior to the competition stage.

The best and the most democratic and impartial way of obtaining owners consent is to identify a number of design cells throughout the city and then advertise and invite submission from the land owners to enter their properties for a competitive design process.

In this way the land owners could, as part of their submission, set out their conditions and marketing objectives. Those conditions acceptable to the participating parties, for example, City administration, Alberta Department of Housing, etc. could then be included in the Terms of Reference for the design competition.

COMPETITION PROCEDURE AND ADMINISTRATION

The competitive design approach is structured around two committees. The first committee, the Approval Committee, would be made up of those with a specific interest in the project and would include specifically:

1. representatives of the owners of the property under competition.
2. representatives of the municipality where the competition is being run.
3. representatives of the sponsors of the competition which may include the Alberta Department of Housing, Representatives of the design professions,

representatives of the land development industry (HUDAC, UDI, public housing agencies ie. Non Profit Housing Corporation, Alberta Housing Corporation etc.)

The role of the Approval Committee would be to approve terms of reference, select the Evaluation Committee and review committee submissions, provide administration for the competition and receive the report of the evaluation committee for the purpose of awarding prizes.

The second committee, the Evaluation Committee, would be made up of professional people with experience appropriate to the nature of the Competition, and the specific requests incorporated in the Terms of Reference. The Evaluation Committee must be impartial with respect to the project but they must be aware of the objectives of the competition as expressed in the Terms of Reference. The Evaluation Committee would be selected by the Approval Committee and would in turn submit their adjudication report to that committee.

1. the organizors of the competition will prepare TERMS OF REFERENCE (see Appendix I) containing basic information, development constraints and opportunities together with a set of preconceived guidelines governing the broad outlines of a desired development within the subject urban community DESIGN CELL.

2. the Terms of Reference will be forwarded to the Approval Committee for approval.

EVALUATION PROCESS

The objective of this evaluation process is to establish a method whereby comparative, social, economic, physical and environmental data pertaining to competitive proposals may be properly assessed and presented to a final decision making body.

EVALUATION TECHNIQUES

The evaluation criteria will be segregated into areas of subjective and objective judgement.

In the areas of objective judgement, a quantifiable fact sheet will be prepared in connection with every competition being held and will be included with the Terms of Reference as a part of the Evaluation Procedure.

In the areas of subjective judgement, the judgement of a body of professional people (Evaluation Committee) must be trusted. However this judgement by necessity will be expressed in the form of professional opinion through the prescribed weighted score system.

During the preparation of the Terms of Reference the Evaluation Committee will meet and determine the necessary evaluation criteria. Evaluation criteria will be included in the Terms of Reference and every criterion will be duly defined and the definitions will also be included in the Terms of Reference.

The Evaluation Committee will employ a weighted score system in evaluating the development proposals. (See attached figures) However, if there are any grounds to suspect that, in any given case, the score system is not truly reflecting the prevailing professional opinion, the discrepancy will also be reported to the final decision-making body.

The activities of the Evaluation Committee will be formally recorded and the record will be a permanent part of the competition process.

Principles of Score System

It may be necessary to identify objectives and to prepare an exclusive list of criteria, together with the necessary rating and weight for the adjudication procedure, as a part of any Terms of Reference.

Criteria Weighting

All members of the Evaluation Committee will individually assign a rating from 0 to 10, with 10 being the most significant, to each and every criteria to be used in proposal evaluation.

The ratings assigned to each criteria by members will be tabulated and summed. These criteria weights will then be totalled, and relative weights of criteria calculated. (see criteria weighting form - sample copy).

Proposal Grading

All proposals will be evaluated and graded for compliance with each criterion on a scale of 0 to 10, 10 being the highest score.

The scores awarded by members to each facet of a proposal will be summed and weighted in accordance with the relative weight assigned to the criteria used in evaluation. The total of these weighted scores for a proposal will determine its ranking, relative to other proposals in meeting the planning and housing form criteria as established by the Evaluation Committee. (see Proposal Grading form - sample copy).

The selected technique will be published as a part of the Terms of Referenece so that all applicants would be aware of the technique used for evaluation by the Evaluation Committee.

EVALUATION PROCEDURE

Evaluation of development proposals will be as follows:

1. The first major consideration is whether or not a proposal complies with the Terms of Reference: (this includes, but is not confined to, compliance with the provisions of the City Land Use Bylaws, fire-fighting, or other safety regulations). Any proposal may be disqualified for lack of compliance. However, minor modifications to proposed plans may be considered, providing that such changes will not result in major redesigning of the proposed development.

2. The second major consideration is review of the quantifiable facts within the framework of the Terms of Reference. Any proposal may be disqualified for the reason of being outside the prescribed limits set out in the Terms of Reference.

3. The third major consideration is the rating of each proposal against other proposals, using the evaluation criteria set out in the Terms of Reference.

4. Justification of the recommendation will be based on the dictates of the fact sheet and prevailing professional opinion.

CRITERIA WEIGHTING FORM

Sample Copy

SCALE = 0-10.0, 10.0 being the highest

EVALUATION CRITERIA / EVALUATION TEAM MEMBERS	1	2	3	4	TOTAL WEIGHT	RELATIVE WEIGHT (a)
1. MASSING AND ORIENTATION	10.0	9.5	10	9.0	38.5	11.7
2. VEHICULAR-PEDESTRIAN ACCESS AND CIRCULATION PATTERNS	9.0	8.0	8.0	8.5	33.5	10.2
3. PARKING PROVISIONS AND DISTRIBUTION	8.0	9.0	7.0	7.5	31.5	9.5
4. OPEN SPACE AND LANDSCAPING	6.0	7.0	7.5	7.0	27.5	8.4
5. MAINTENANCE, STORAGE, AND SERVICE AREAS	4.0	5.0	4.5	5.5	19.0	5.8
6. FENCING AND BUFFER ZONES	3.0	4.0	4.0	4.0	15.0	4.5
7. FLOOR PLANS	7.0	7.5	8.5	9.5	32.5	9.9
8. ELEVATION DESIGN	7.5	6.5	6.5	8.0	28.5	8.6
9. EXTERIOR FINISHES AND BUILDING MATERIAL	6.5	6.0	6.0	6.0	24.5	7.4
10. COLOUR COORDINATION AND SIGN CONTROL	5.0	4.5	5.0	6.5	21.0	6.4
11. STRUCTURAL FLEXIBILITY	4.5	5.5	4.5	5.0	19.5	5.9
12. RELATIONSHIP OF BUILDINGS TO THE CHARACTER OF THE SITE AND THE NEIGHBORHOOD ENVIRONMENT	9.5	10.0	9.0	10.0	38.5	11.7
TOTAL					329.5	100.0

PROPOSAL GRADING TEAM

Sample Copy

SCALE = 0-10.0, 10.0 being the highest

EVALUATION CRITERIA \ EVALUATION TEAM MEMBERS	1	2	3	4	RAW SCORE (b)	WEIGHTED SCORE (c) = (a) x (b)
	PROPOSAL A					
1	4	5	5	6	20	234.0
2	8	9	7	7	31	316.2
3	8	7	7	7	29	275.5
4	7	8	7	8	30	252.0
5	5	5	6	6	22	127.6
6	5	6	5	6	22	99.0
7	5	6	6	5	22	217.8
8	5	4	5	4	18	154.8
9	7	8	7	7	29	214.6
10	8	10	8	9	35	224.0
11	8	10	8	9	35	206.5
12	8	8	7	9	36	421.2
TOTAL WEIGHTED SCORE						2,743.2
	PROPOSAL B					
1	8	7	6	7	28	327.6
2	7	6	5	7	25	255.0
3	8	7	6	7	28	266.0
4	7	6	5	7	25	210.0
5	7	6	5	7	25	145.0
6	7	6	5	6	25	112.5
7	7	6	5	6	24	237.6
8	6	5	4	7	22	189.2
9	7	6	5	8	26	192.4
10	8	7	6	7	28	179.2
11	8	7	6	7	28	165.2
12	8	7	7	6	28	327.6
TOTAL WEIGHTED SCORE						2,607.3

APPENDICES

APPENDIX I

CURRENT PLANNING IN ALBERTA:

EDMONTON/CALGARY/RED DEER/LETHBRIDGE

THE CITY OF EDMONTON

a) Excerpts from General Municipal Plan

b) Revised Area Structure Plan Terms of Reference

c) Neighbourhood Structure Plans Terms of Reference

d) Development Agreement

00245

Edmonton General Municipal Plan

VOLUME I
BYLAW 6000

THE CITY OF Edmonton PLANNING

Objective 5.F

To explore means of increasing the efficiency of servicing through staging at a broad level.

Policy 5.F.1

The City will implement staging at a broad level through the preparation of sector studies as part of the District Planning process for lands annexed to the City, which would allow the more effective and efficient planning and programming of roadway, transit and other public services to future growth areas. These sector plans would require a financial analysis in advance of approval. Map 14.1 identifies those areas for which sector plans would be prepared upon annextion.

Discussion

To ensure the efficient planning and servicing of future growth areas, particularly those annexed to the city, it is proposed that sector studies be undertaken as part of the District Planning process. Sector studies would cover large tracts of land annexed to the City and outline how development should take place in these areas to meet transportation and other major servicing objectives. These studies would include a general examination of municipal expenditures required to service new growth areas with trunk utilities, roadway and transit facilities, and other ancillary support services. More specifically, the intent of sector studies would be to identify the costs and benefits of development as a basis for establishing the direction and timing of growth for annexed lands and areas for which Area Structure Plans should be prepared. It is critical that the sector studies be completed as soon as possible following the annexation of additional land to the city, so the development industry and the Civic Administration can begin preparing plans which would open up additional land for development as quickly as possible.

To incorporate and market input in the development of utility servicing plans for new areas of the City.

Policy 9.C.1

The City of Edmonton will utilize Sector Studies, incorporating financial and market considerations, to establish priorities for the preparation of land use and utility service plans for future residential and industrial areas.

Discussion

As previously discussed, the provision of utility services to undeveloped land requires substantial financial resources on the part of groups who must finance their construction. For this reason, major utility facilities, such as water treatment and power plants and trunk sewer pipes, often require substantial lead time to allow for efficient programming of capital payments.

To provide for efficient planning and programming of expenditures for major utility improvements, it is proposed that Sector Studies be undertaken simultaneously for future residential and industrial areas annexed to the City of Edmonton. These studies will include a general examination of municipal expenditures required to service new growth areas with trunk utilities, roadway and transit facilities and other ancillary support services. As well, other objectives, such as maintaining an adequate inventory of developable land and encouraging opportunities for competition and locational choice in the residential and industrial land markets will be considered in establishing priorities for the preparation of Area Structure Plans.

The initiation of Sector Studies will thus provide a means of incorporating financial and market criteria to establish policies directing the provision of utility systems and the staging of land development.

Policy 9.C.2

The City will approve proposals for non-contiguous development made at the time of subdivision approval if the developer can demonstrate that any additional costs will not result in a significant additional financial burden to the City or that he is prepared to assume the additional costs himself, and secondly, that the applicant agree to any design provisions which may be requested by the City utility departments to ensure reliable service is provided to the area.

Discussion

The Sector Studies to be undertaken by the City will examine the costs associated with servicing new growth areas as a basis for the selection of areas for the preparation of Area Structure Plans. At the Area Structure Plan stage, a strategy for the staging of land servicing and developemnt will be formulated together with a schedule of municipal expenditures required to carry out that program.

The Sector Studies, and staging programs contained in the Area Structure Plan, will generally be based upon a contiguous pattern of land development and will be used as a guide for the future servicing and development of new residential and industrial areas. They will also serve as a basis of comparison to estimate the additional costs of allowing the non-contiguous development at the neighbourhood structure plan or subdivision level.

Provision for non-contiguous development is contained in the General Municipal Plan to encourage competition in the development industry and to ensure a sufficient supply of serviced residential and industrial land is available for development purposes.

However, to ensure this pattern of land development does not impose undue financial burden upon the City or result in a decline in the reliability of electrical and telephone services, the condition is stated that approval of non-contiguous development operations will be

Policy 17.C.3

The City will identify priority areas for public-initiated Area Structure Plans during the preparation of District Plans, where potential difficulties in servicing and transportation require initiation of public plans for an area.

Discussion

Although all areas of the city are at least well into the planning phase of Area Structure Plans or already have approved Area Structure Plans, potential areas for Area Structure Plans may result from annexation. New annexed areas will be considered within the District Plan process through the preparation of Sector Plans, which inventory existing physical conditions and identify servicing and transportation requirements for various types of urban development. Sector Plans will also be responsible for determining the approximate timing of development in new areas, as well as identifying potential configurations or spatial divisions for Area Structure Plans.

During the preparation of District Plans, it will be important to consider the following problems which might be encountered in the development of annexed areas:

1. government land ownership;
2. fragmentation of private ownership; and,
3. particular environmental problems.

These problems could disrupt or prevent adequate comprehensive planning to occur where or when intermediary lands are not planned or held off the market. In instances where problems appear imminent, City-initiated Area Structure Plans should be considered, in consultation with property owners.

Policy 17.C.4

The preparation of Area Structure Plans shall adhere to the requirements of Section 62(2) of The Planning Act, 1977, and shall further indicate:

(a) existing conditions in terms of land use, transportation, natural environment and social and economic characteristics of existing population;

(b) the environmental, social and economic impacts of land use proposals;

(c) the conceptual identification or designation of functional areas such as neighbourhoods, the distribution of residential development by type and density, commercial districts, industrial districts, and parks and institutional uses in accord with the policies and principles of the General Municipal Plan and any District Plan; and,

(d) any information on public land requirements.

Policy 17.C.5

The City will undertake or require the preparation of Neighbourhood Structure Plan Bylaws, to be adopted as amendments to Area Structure Plan Bylaws, as a basis for approving subdivision applications, which plans shall indicate:

(a) existing conditions in terms of land use, ownership, transportation and the natural environment;

(b) identify sub-units which can be demonstrated to be serviced at certain stages;

(c) identify residential, commercial or industrial density in total and ranges by any specified sub-units;

(d) identify actual location of major transportation system components and conditionally identify internal circulation for auto, LRT, and pedestrians;

(e) identify actual location for major utility infrastructure;

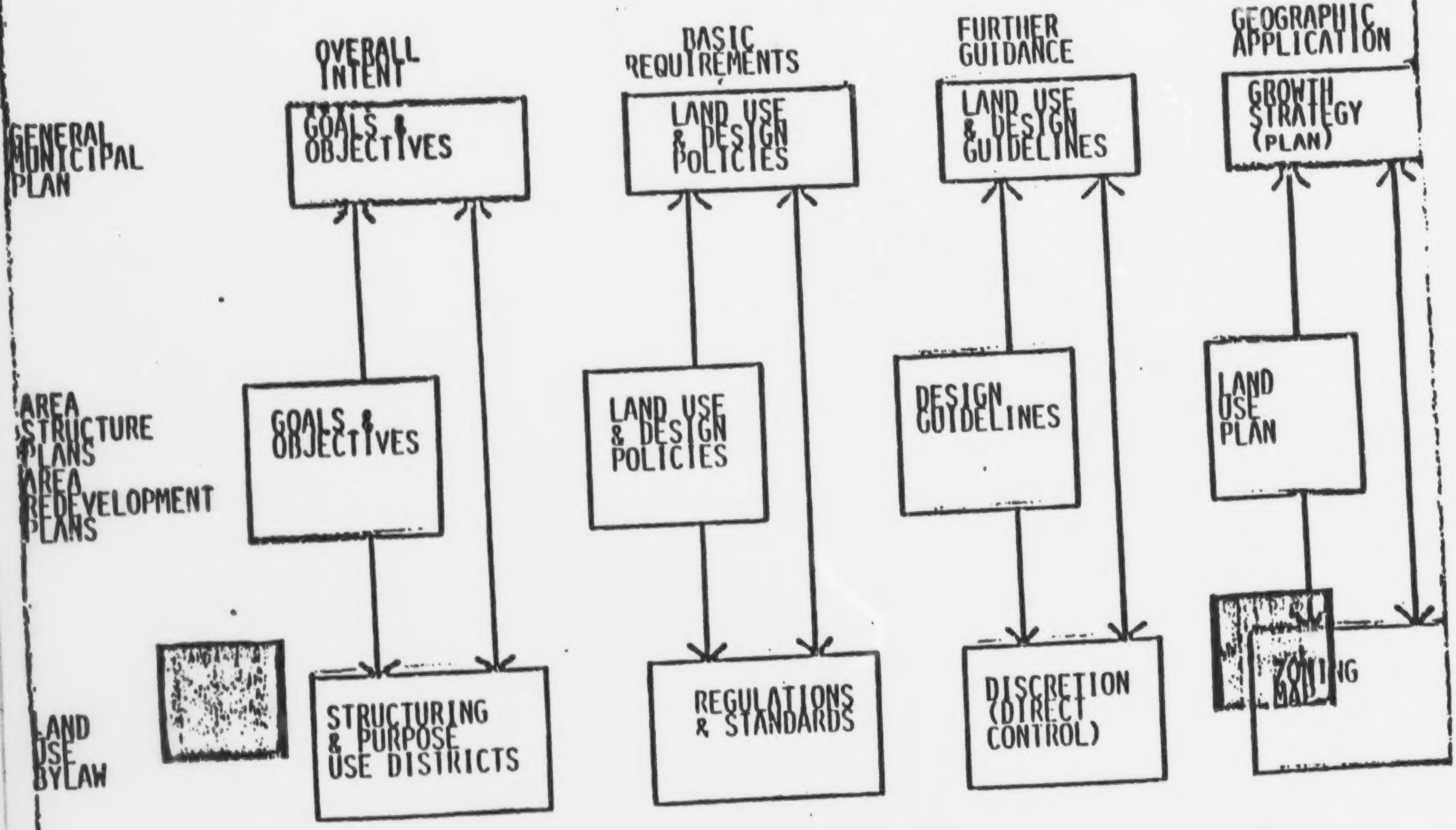
(f) designate land uses and land use districts for each subdivision unit;

(g) outline public land requirement statistics; and,

(h) identify implementation procedures regarding phasing and mechanics of subdivision.

To incorporate and market input in the development of for competition and locational choice in the residential

DESIRED RELATIONSHIP BETWEEN PLANS & LAND USE BYLAW



DISTRICT TYPES

DISTRICT	DEVELOPMENT REGULATIONS	PROCESS	APPROVAL AUTHORITY	APPEALS
PERMITTED USE	SIMPLE AND QUANTITATIVE.	SIMPLE APPLICATION; SHORT PERIOD.	DEVELOPMENT OFFICER.	APPEALS TO DAB; NO NOTIFICATION?
PERMITTED & DISCRETIONARY USE	MORE COMPLEX REGUATIONS; SOME QUALITATIVE.	MORE DETAILED PLANS; LONGER PERIOD.	DEVELOPMENT OFFICER.	APPEAL TO DAB; NOTIFICATION ON DISCRETIONARY USES.
DISCRETIONARY USE	COMPLEX REGULATIONS; PERFORMANCE STANDARDS.	DETAILED PLANS AND WRITTEN SUBMISSIONS; CONSIDERABLE REVIEW.	MPC OR DEVELOPMENT OFFICER	APPEAL TO DAB; NOTIFICATION OF ALL APPROVALS.
DIRECT CONTROL	PLAN OBJECTIVES AND CRITERIA.	DETAILED PLANS AND WRITTEN SUBMISSIONS; CONSIDERABLE REVIEW.	MPC OR DEVELOPMENT OFFICER.	NOTIFICATION AND PUBLIC HEARING; APPEAL TO DAB ON MPC DECISIONS.
OVERLAY	SUPERIMPOSES ADDITIONAL REGULATIONS.	MAY INCREASE SUBMISSION REQUIREMENTS AND PROCESSING TIME.	SAME AS UNDERLYING DISTRICT.	SAME AS IN UNDERLYING DISTRICT.

REVISED AREA STRUCTURE PLAN
Terms of Reference

I Introduction

A Mandate for Area Structure Plans

The Planning Act, 1977, provides for the formulation of Area Structure Plans (ASP) and their adoption by a municipality as a Bylaw (refer to Section 62 of the Planning Act).

B Concept and Purpose of Area Structure Plans

The ASP provides the intermediate link between the Edmonton General Municipal Plan and the Neighbourhood Structure Plan. It constitutes a framework for the future development of an area considered as an integrated planning unit implementing objectives as defined in the General Municipal Plan. The ASP provides general guidelines directed towards ensuring the orderly and efficient development of a plan area in terms of providing essential services and facilities, land uses, transportation system, population density and sequence of development.

II Authority to Prepare Area Structure Plans

A residential ASP may be prepared for an area of land which can accommodate a group of neighbourhoods (as defined in Bylaw #6000, the Edmonton General Municipal Plan, Policy 5.C.2), considered as in integrated planning unit. An industrial ASP may be considered in an area large enough to provide a mixture of industrial uses and be recognized as a unit.

The minimum size of an ASP is approximately 200 hectares (500 acres) except in unusual cases as determined by the city.

When an ASP is contemplated, the applicant (private owner or owners of the majority of land within the plan area or the City of Edmonton) should seek Council's authority to prepare the ASP. At that time, the applicant will express, in writing, his intention to prepare the ASP and advise Council on the relationship of the proposed development to the General Municipal Plan and indicate the general land use types and potential problem areas.

Council will then make the decision whether to authorize the preparation of the ASP.

III Preparation of the Area Structure Plan

A General Framework for Area Structure Plans

The ASP shall adhere to the intent and spirit of Bylaw #6000, the Edmonton General Municipal Plan, Bylaw #5996, the Land Use Bylaw, the Urban Growth Strategy and various municipal policies related to planning and development as a whole. Any major departures from the General Municipal Plan would require a formal amendment to Bylaw #6000. According to the Planning Act, 1977 (Section 53(2)), an ASP shall also conform with the Edmonton Regional Plan. If it does not conform, an appropriate amendment will be required.

B Content of Area Structure Plans

1. All ASP's shall contain the following:

   a) an indication of the extent to which the plan conforms to the Edmonton Metropolitan Regional Plan, the Edmonton General Municipal Plan and the Urban Growth Strategy, if applicable;

   b) a survey of existing land uses, land use districting, transportation network and utility infrastructure;

   c) information on the natural environment of the area, soils, agricultural capability, topography, special features, natural drainage courses, ravine or river valley systems, extractive industries, land conservation areas and the like;

   d) a list of registered and assessed owners within the plan boundaries and a map of these ownerships. Information should also be available identifying the owners for whom the plan is being prepared;

   e) a statement of development objectives for the area, not only including the general statements found in the General Municipal Plan but also objectives specific for the area;

   f) the general location of the major transportation network for vehicular circulation, public transit routes and facilities (including LRT, where applicable) and pedestrian circulation;

   g) an assessment of the environmental impact of the proposed development on the natural environment and the manner in which the natural site characteristics will influence the development proposal;

   h) development and design guidelines relating to the overall area or portions of it (General Municipal Plan Policies 15.A.2 and 15.A.3) in regard to:

      i) commercial development, its function and locations, including highway commercial, if any;

      ii) relationship and/or transition between land uses within plan boundaries, between land uses and transportation corridors and between the plan area and surrounding areas;

      iii) special treatment for environmentally sensitive areas, for land conservation areas for historic or archaelogical preservation areas, for development adjacent to the ravine and river valley system or for special development areas; and

iv) the manner in which development in the area will be encouraged to be energy efficient, through the pattern and density of land uses, the transportation network, block and building orientation, landscaping, utility servicing and building design (General Municipal Plan, Section 19);

i) the sequence of development of the plan area, related to the provision of utilities, transportation facilities and community services and to the general direction and timing of development. Any problems anticipated in the orderly staging of development should be identified and solutions presented at this time;

j) the identification and general location of the proposed major utility infrastructure components, including underground mains and trunks, substations, stormwater management facilities, service yards, pipelines, gas lines, power lines and the like;

k) identification of the need for major institutional uses within the plan boundaries in accordance with Section 20 of the General Municipal Plan (once approved);

l) whether, and the manner in which, existing land uses, including agricultural uses, will be incorporated into the plan or phased out, as development progresses. This discussion would also address the pattern of land ownership or existing subdivision, if this is perceived as a potential problem;

m) maps at appropriate scales showing the following:

   i) plan boundaries;

   ii) vicinity maps showing relationship of plan area to surrounding area, approved/proposed plans and influencing factors;

   iii) existing subdivisions, development, utility lines, transportation routes and vegetation in the area;

   iv) contours within the plan area;

   v) major transportation network (arterial roadways and higher order facilities) proposed;

   vi) general location of any major utility installation required to serve the area, including stormwater management lakes and power substations;

vii) boundaries or locations of any restricted area or indications of areas which may be affected by any government regulation (i.e. the Restricted Development Areas, airport and crash hazard zones, area covered by the river valley area, Redevelopment Plan Bylaw, Indian Reserves, etc.); and

viii) scale, legend, title, known street names and north arrow;

n) a statistical summary for the plan areas, to include the following:

i) calculations of gross area and gross developable area;

ii) breakdown by sub-area of municipal reserve required and available and the resulting balance by sub-area and for the plan area;

iii) estimates of square footage commercial and institutional space in the plan area and the rate at which they would be developed;

iv) estimates of the number of employees accommodated by the commercial and institutional uses;

v) estimates of threshold population (or degree of development) required prior to provision of major community/area facilities; and

vi) disposition of any redundant Government Road Allowance or any other city-owned land in the area;

o) Transportation Impact Study of the internal and external network, to the satisfaction of Transportation Systems Design.

The following analyses are to be conducted to support the general location and layout of major arterial and collector roadways for vehicular circulation (including environmental protection), public transportation (including LRT, where applicable) and pedestrian circulation.

Trip Generation: an analysis of potential vehicular trips, transit passenger trips and service trips attracted and generated by the area during an average weekday and during the critical peak periods.

Capacity Requirements: an analysis of the internal circulation systems within the ASP is required to ensure that arterial and collector roads, transit routes and terminals, major parking facilities, etc. are planned with adequate capacity and appropriate alignments and standards to service the transportation demands within the plan area.

Access and Egress: an analysis of access and egress connections to the ASP to ensure that those connections have the capacities and orientations needed to accommodate the peak trip volumes to and from the surrounding transportation network.

External Impact: an analysis of the changes and improvements required to existing and committed transportation facilities (within approximately 5 km of the boundaries of the area plan) to accommodate the added imposed loads.

An analysis of staging of all transportation facilities related to the development of the area;

p) Stormwater Management Study (or Studies) for the plan area, as required by, and to the satisfaction of, Water and Sanitation;

q) an assessment of the potential economic impact of any regional shopping centres proposed in the plan upon any other existing, approved or proposed regional shopping centres in the city (General Municipal Plan Policy 6.E.4); and

r) any other information Council considers necessary.

2. Residential ASP's shall contain, in addition to the above, the following:

a) residential land uses should be provided so that a variety of housing types result, to accommodate different lifestyles and income levels and flexibility in the housing market over the period of development of the plan area.

The plan should encourage innovative approaches to the provision of housing.

It is not necessary that the exact locations of multiple housing sites be identified at this stage, however, the principles to be applied at the Neighbourhood stage for distribution of higher density uses should be identified. The exception to this is high density nodes surrounding town centres or other activity centres which should be identified and their parameters described in general terms;

b) school and park requirements should be stated by type and number of school/park sites and the neighbourhoods in which they are to be located.

Small parks adjacent to storm retention facilities should be identified schematically at this stage.

District or city level recreational facilities should be identified by size, location, breakdown of facilities to be provided and method of acquisition.

Additional open space features may be designated on the basis of environmental conditions, density or excess reserve land available, following the guidelines of the Planning Act, River Valley Area Redevelopment Plan Bylaw, the General Municipal Plan, the Parks and Recreation Master Plan and other city policies and Bylaws;

c) commercial land uses should be provided to ensure the availability of retail services to the area and provision of some employment opportunities. The type, scale and distribution of commercial facilities will be determined and justified on the basis of population to be served, size of the area and policies of the General Municipal Plan. These types of community facilities can consist of:

- Town Centre - general location, size, character and general land use types to be identified at this stage;
- Neighbourhood Centres - general location, size and number should be included at this stage (as well, see I(h)(i) above);

d) special land uses required by city policy should include, but not be limited to, the following:

  i) housing compatible with the objectives of provincial and municipal policies and programs to encourage all types of affordable housing including community, senior citizens and manufactured housing; and

  ii) the number and general location, by neighbourhood, of church sites for the area;

e) residential density in units per gross hectare should be designated for the overall plan area and each neighbourhood by stating a range of allowed density. Anticipated population densities in persons per gross hectare should also be estimated. These ranges would be established taking into account economical provision of hard and soft services and transportation networks, the carrying capacity of the land, the need to provide a high standard living environment and the policies of the General Municipal Plan;

f) map(s) at appropriate scale, showing the following:

  i) distribution of land uses by type, in a schematic manner (i.e. residential and commercial uses, churches, schools, parks, etc.);

  ii) neighbourhood boundaries; and

  iii) the gross developable area, population and density of each neighbourhood;

g) a statistical summary of the plan area, to include the following:

  i) population for the areas and each neighbourhood, calculated using the proposed density ranges and the resultant population per gross developable hectare (acre);

  ii) breakdown by percentage of residential land area devoted to each residential land use type (single family, small lot single family, row housing and so on) and resultant units per acre and population of type, for each neighbourhood;

  iii) student generation for each school system by school type for each neighbourhood and the total area; and

  iv) number, by type, of residential units estimated to be constructed for each of the ten years following initiation of development in the plan area;

h) an assessment of the social implications of the proposed development including a discussion of student generation, demographic data and analysis of provision of community services and Human Services Delivery System; and

i) general design guidelines for the residential portions of the plan, which should include, but not be restricted to, those set out in the General Municipal Plan and other Council approved documents.

3. Industrial ASP's shall include, as well as the information cited in no. 1 above, the following:

a) a mixture of industrial designation must be provided to accommodate a wide range of industrial uses and to take avantage of proximity to major roadways, truck routes, rail lines and similar or complementary operations;

b) the principle of preservation of land in industrial areas for industrial uses must be strongly emphasized (General Municipal Plan Objective 7.C.);

c) designation of an industrial service centre(s) designed to provide uses not strictly industrial in nature whose primary purpose would be to provide services to the employees of that industrial area. The number, general location and size of the service centre(s) shall be described, keeping in mind the policies of the General Municipal Plan (General Municipal Plan Policy 7.C.4.);

d) guidelines for the location of "office parks" and light industrial uses shall be included. If any special treatment in terms of Land Use Bylaw regulations which should be encouraged or considered by the Development Officer, these should be specified (General Municipal Plan Policies 7.C.1. and 7.C.3.);

e) public utility or urban service uses should be identified and their impact on the industrial area and any special treatments required should be discussed, for the information of the Development Officer;

f) special attention should be paid to the potential for rail servicing;

g) development and design objectives for the industrial areas and service centres as set out in the General Municipal Plan and other Council approved documents (General Municipal Plan Policies 15.A.2. and 15.A.3.);

h) maps of the area at appropriate scales showing the following:

   i) distribution of land uses by type in a schematic manner;

   ii) boundaries of any "units" within the plan area, for example, office parks or service centres; and

   iii) rail lines (existing and proposed) and truck routes (existing and proposed);

i) a statistical summary for the plan area, to include the approximate area (hectares/acres) devoted to each land use type (business, medium, heavy, service centre) and estimated employment; and

j) an implementation strategy for the area including staging, procedures for implementing specific recommendations, servicing strategy and so on. If development is to be permitted in a non-contiguous fashion, this must be identified with a demonstration that such development shall occur without additional costs to the city (General Municipal Plan Policy 7.D.4.).

4. For ASP's which include a mixture of residential and industrial or commerical uses, the plan shall also include development guidelines for the treatment of the interface between these uses, for the minimization of conflict between transportation networks and traffic flows serving each use and special requirements for the transition between the uses.

IV Submission Requirements

A ASP reports shall be 21.5 cm x 28 cm (8 1/2" x 11") and bound.

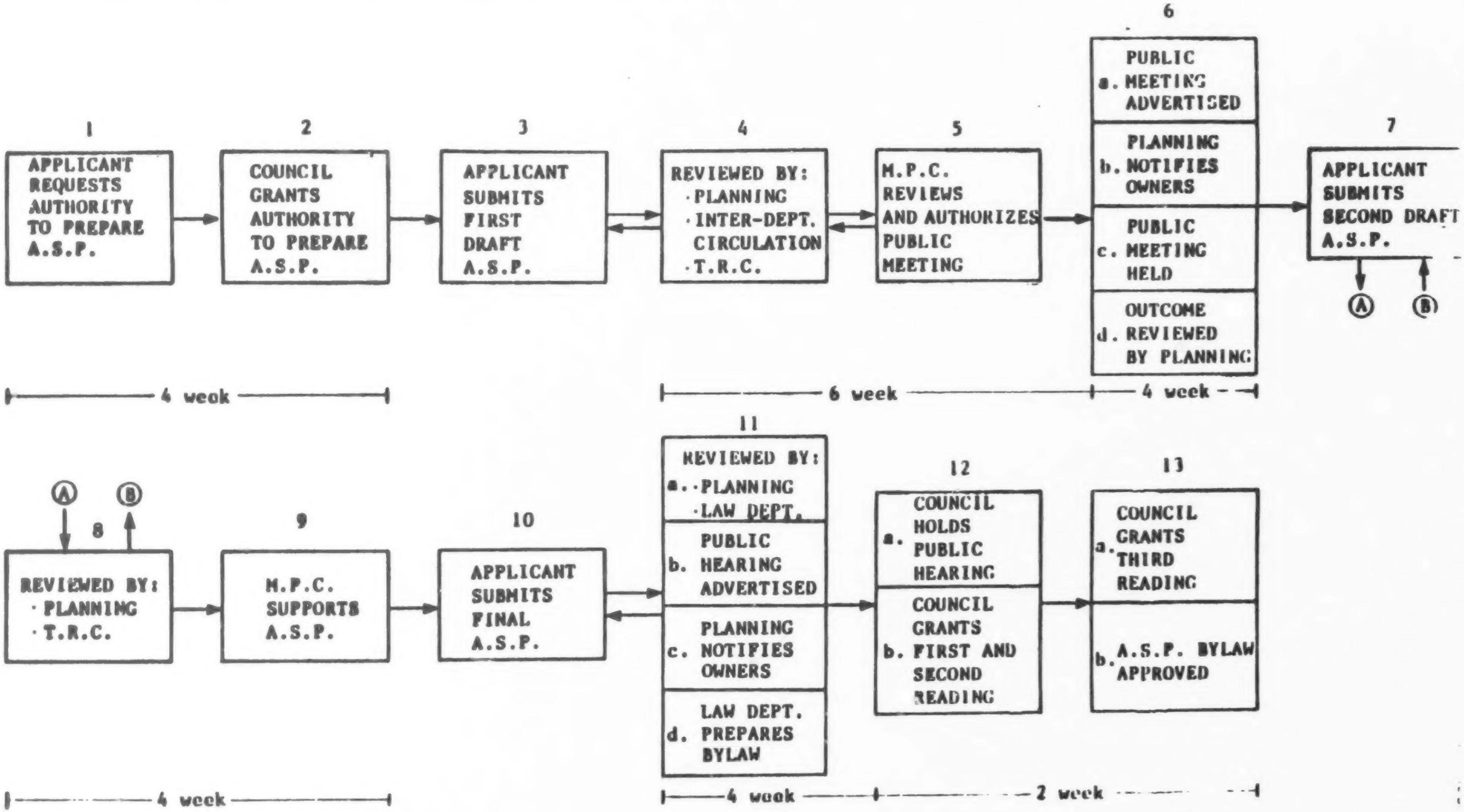
B Maps for the plan can be provided at a scale which can be included in the body of the report (i.e. page size or fold out page size) except for the land use concept maps which will be provided at that scale as well as at 1:5000 scale.

C One copy of this 1:5000 scale map shall be coloured, mounted and in durable form.

D Original Submission

The submission of the first official draft of the proposed ASP shall include 76 bound copies of the text with maps and statistical summaries, a list of registered and assessed owners and their addresses and a map of these ownerships. One copy of the document or one copy of a summary of the document, shall be provided for each registered/ assessed owner.

APPROVAL PROCESS FOR RESIDENTIAL AREA STRUCTURE PLAN BYLAW


1
APPLICANT REQUESTS AUTHORITY TO PREPARE A.S.P.
2
COUNCIL GRANTS AUTHORITY TO PREPARE A.S.P.
3
APPLICANT SUBMITS FIRST DRAFT A.S.P.
4
REVIEWED BY: ·PLANNING ·INTER-DEPT. CIRCULATION ·T.R.C.
5
M.P.C. REVIEWS AND AUTHORIZES PUBLIC MEETING
6
a. PUBLIC MEETING ADVERTISED
b. PLANNING NOTIFIES OWNERS
c. PUBLIC MEETING HELD
d. OUTCOME REVIEWED BY PLANNING
7
APPLICANT SUBMITS SECOND DRAFT A.S.P.
Ⓐ
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4 week
6 week
4 week
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8
REVIEWED BY: ·PLANNING ·T.R.C.
9
M.P.C. SUPPORTS A.S.P.
10
APPLICANT SUBMITS FINAL A.S.P.
11
a. REVIEWED BY: ·PLANNING ·LAW DEPT.
b. PUBLIC HEARING ADVERTISED
c. PLANNING NOTIFIES OWNERS
d. LAW DEPT. PREPARES BYLAW
12
a. COUNCIL HOLDS PUBLIC HEARING
b. COUNCIL GRANTS FIRST AND SECOND READING
13
a. COUNCIL GRANTS THIRD READING
b. A.S.P. BYLAW APPROVED
4 week
4 week
2 week

AVERAGE TIME ESTIMATED 24 WKS (6 mo)
FOR PROCESSING ONLY
EXCLUDING TIME REQUIRED FOR
ACTUAL PREPARATION OR REVISION
OF A.S.P. DOCUMENT

ABBREVIATIONS

A.S.P.	AREA STRUCTURE PLAN
M.P.C.	MUNICIPAL PLANNING COMMISSIO
T.R.C.	TECHNICAL REVIEW COMMITTEE

LAND USE PLANNING BRANC

PHASE II TERMS OF REFERENCE - URBAN GROWTH STRATEGY STUDY

City Council, at its meeting of 1981 07 07, adopted a two phased approach to the preparation of the Urban Growth Strategy. The major rationale for this decision was to identify some areas for which Area Structure Plans might be authorized to proceed immediately in the annexed areas after Phase I. The objective of Phase II is to elaborate and refine the Urban Growth Strategy recommendations developed in Phase I, complete several special studies and prepare amendments to the General Municipal Plan.

Phase II activities can be categorized into three sets of tasks, based upon their date of completion and presentation to Council. The first set of tasks will include the following activities:

a) Public Meetings & Workshops - to obtain input from the general public and specific interest groups to further refine the Growth Strategy.

b) Prepare Interim Amendments - to the General Municipal Plan, Bylaw 6000 to bring annexed lands under the jurisdiction of the Plan, to the Land Use Bylaw to integrate existing municipal zoning regulations with the City's Land Use Bylaw, Bylaw 5996, and propose changes to the Regional Plan to more accurately reflect the intent of the Urban Growth Strategy.

The second set of tasks in Phase II of the Strategy will be completed by November, 1982. The major studies to be completed by that time will include the following:

a) Agricultural Viability Study - an economic assessment of the short and long term viability of agriculture within the City.

b) Comprehensive Industrial Strategy - an assessment of civic servicing policy, City involvement in acquiring, developing and selling industrial land and a review of the need to accommodate noxious or potentially offensive industry.

c) Retail Structure and Market Study - to establish a comprehensive data base, assess the implications of current retail growth trends and improve impact management capabilities of the public and private sectors.

The third and final set of tasks in Phase II will be completed by July, 1983. The various studies and activities to be completed and presented at that time will lead to a final amendment of the General Municipal Plan to reflect the opportunities and constraints for growth that have arisen with annexation. These include:

a) Special Studies - prepare plans for areas identified on Map A in Phase I, addressing numerous issues such as extraction of natural resources, proposed development beyond 1982 City boundaries, country residential development, transportation issues, the extension of services, and the location of mobile home subdivisions.

b) Identify Staging Priorities - assess the need for additional A.S.P.'s in annexed areas and the fiscal impacts of the final staging strategy.

c) Housing Supply and Demand Study - in addition to a housing supply and demand study, assess the redevelopment potential and remaining vacant residential land within the 1981 City boundary as well as the implications of redevelopment on suburban growth.

d) Stormwater and Sanitary Services Studies - complete evaluations of stormwater and sanitary services studies in annexed areas.

e) Prepare Final Amendments - to the General Municipal Plan, Bylaw 6000, to incorporate the Urban Growth Strategy recommendations approved by Council.

Issues to be addressed in each Special Study Area during Phase II are as follows:

A) The northeast area has the potential to accommodate approximately 145,000 to 175,000 people (at 20 to 24 persons per gross acre), major employment centres, an agricultural conservation area and a major institutional center based on the long term land use outlined on Map B. In developing long term plans for this area many major issues must be evaluated. This includes the Provincial government land assembly, the Provincial government institutional study, the Federal and possible Provincial penitentiaries, the conservation of agricultural land, and the potential for Light Rail Transit and major transportation corridors, and the potential for one or more Town Centres. In addition, the potential for a regional park within the northeast and the future of Namao airport should also be evaluated.

B) The south area, based on the long term land use outlined on Map B, has the potential to accommodate a population of approximately 290,000 to 350,000 with a major area of employment extending along Highway 2, south to the County of Leduc. Major issues that must be addressed include the ultimate size and limits of the employment area along Highway 2, the potential expansion of the International Airport and a new terminal location which may impact on major transportation routes into and around the City, the conservation of agricultural land, the potential for a regional park, the problem of development adjacent to a major power line corridor and the development of existing natural resources.

NEIGHBOURHOOD STRUCTURE PLANS
Terms of Reference

I Introduction

A Mandate for Neighbourhood Planning

In April, 1972, the Municipal Planning Commission approved a set of guidelines entitled Terms of Reference for Neighbourhood Outline Plans authorizing the preparation of Neighbourhood Outline Plans to be approved by the Municipal Planning Commission.

B Mandate for Neighbourhood Structure Plans

The 1977 Alberta Planning Act provides for the formulation of Area Structure Plans to be approved by City Council in the form of a Bylaw. In accordance with the Terms of Reference for Area Structure Plans as adopted by the City of Edmonton ____(date)____, neighbourhoods shall be planned under the concept of Neighbourhood Structure Plans to be approved by Council in the form of Area Structure Plan Bylaw Amendments. Where a District Outline Plan has been approved, a neighbourhood within the district shall be planned as a Neighbourhood Structure Plan to be approved by Council as a Neighbourhood Structure Plan Bylaw.

C Concept and Purpose of Neighbourhood Structure Plans

The Neighbourhood Structure Plan is essentially the implementation of an Area Structure Plan for a sub-unit known as a neighbourhood (as defined in the subsequent section). The Neighbourhood Structure Plan should conform to the Area Structure Plan or District Outline Plan (where such is in existence). The Neighbourhood Structure Plan shows the general pattern for subdivision by designating land uses by type, size and location, transportation network, location and size of neighbourhood facilities and scheduling of services.

II Authority to Prepare Neighbourhood Structure Plans

The subject of Neighbourhood Structure Plans shall be an area of land which is a sub-unit of an Area Structure Plan or District Outline Plan containing a population sufficient to support an elementary school (approximately 4000 to 6000 people) and considered an integrated planning unit by reasons of manmade or natural boundaries.

Any neighbourhood for which an approved Area Structure Plan exists (or prior to 1979, an approved District Outline Plan) may be initiated for planning under a Neighbourhood Structure Plan. The Neighbourhood Structure Plan may be undertaken by the individual land owner or owners of the majority of land within the plan area or the City of Edmonton. No formal authority is required except that the applicant informs the Planning Department of his intentions to prepare a Neighbourhood Structure Plan.

III Preparation of Neighbourhood Structure Plans

A General Framework for Neighbourhood Structure Plans

The Neighbourhood Structure Plan shall conform to the intent, spirit and guidelines as set forth in the Area Structure Plan or District Outline Plan as they relate to the neighbourhood. It therefore should be concerned with the designation of specific land uses by type, size and location, neighbourhood density, location/size and phasing of services and provision of transportation all in accordance with the Area Structure Plan guidelines. In addition, it shall conform to all other planning policies of the municipality, as they relate to neighbourhood planning.

B Content of Neighbourhood Structure Plan

The Neighbourhood Structure Plan should contain the following:

1. all such information that indicates the extent to which Neighbourhood Structure Plans conform to the Area Structure Plan or District Outline Plan;

2. statement on the development objectives for the neighbourhood; statement on the overall development concept and design approach used;

3. the identification of sub-units of the neighbourhood which can be demonstrated to be servicable at certain stages, indicating implmentation by subdividion, replots or other mechanisms;

4. actual location of the major transportation network, location of the internal circulation network, subject to detailed design at the subdivision stage, identification of bus routing (and LRT system components where applicable) and identification of pedestrian system components;

5. the identification and location of proposed major utility infrastructure components such as underground mains, utility stations, drainage lakes, services yards, pipelines, gas lines, power lines and the like, where applicable, and the schedule of servicing;

6. Designation of Land Uses

   6.1 Residential

   6.1.1 identify zoning categories and/or land use classification for each sub-unit considered for subdivision at the same time as the Neighbourhood Structure Plan. Indicate proposed housing quantity and composition as to family and non-family oriented units; and

   6.1.2 identify proposed intensity of development (density range) for each sub-unit not considered for detailed subdivision and zoning at the time of the Neighbourhood Structure Plan submission.

6.2 Schools/Parks Sites - location of specific school/park sites and their corresponding size should be identified;

6.3 Other open space features - such as pocket parks, tot lots, viewpoint parks and ornamental parks should be identified in general location;

6.4 Commercial land uses - should be identified by location and size giving consideration to the market study as to the type and number of establishments; and

6.5 Special Land Uses

6.5.1 environmental protection areas, historical preservation areas, innovative housing and other special planning areas should be identified in terms of size, location and development restrictions;

6.5.2 housing compatible with the objectives of provincial and municipal policies and programs to encourage all types of affordable housing (including public housing and manufactured housing); and

6.5.3 church site, size and location to be identified;

7. proposed neighbourhood land use map and preliminary statistic;

8. development guidelines relating to the manner in which specific land use development will occur such as noise attentuation mechanisms, architectural and use restrictions for environmental zones and historic preservation areas and the like;

9. designation of neighbourhood density by stating a density range for the neighbourhood which is represented as the total of the specific density ranges of the various sub-units. Parks of the Neighbourhood Structure Plan presented as subdivision plans indicating zoning categories, should show density as a fixed figure; and

10. sequence of development. The phasing of a subdivision in the neighbourhood and corresponding scheduling of utilities and provision of other services.

C Support materials on the Neighbourhood Structure Plan should include the following:

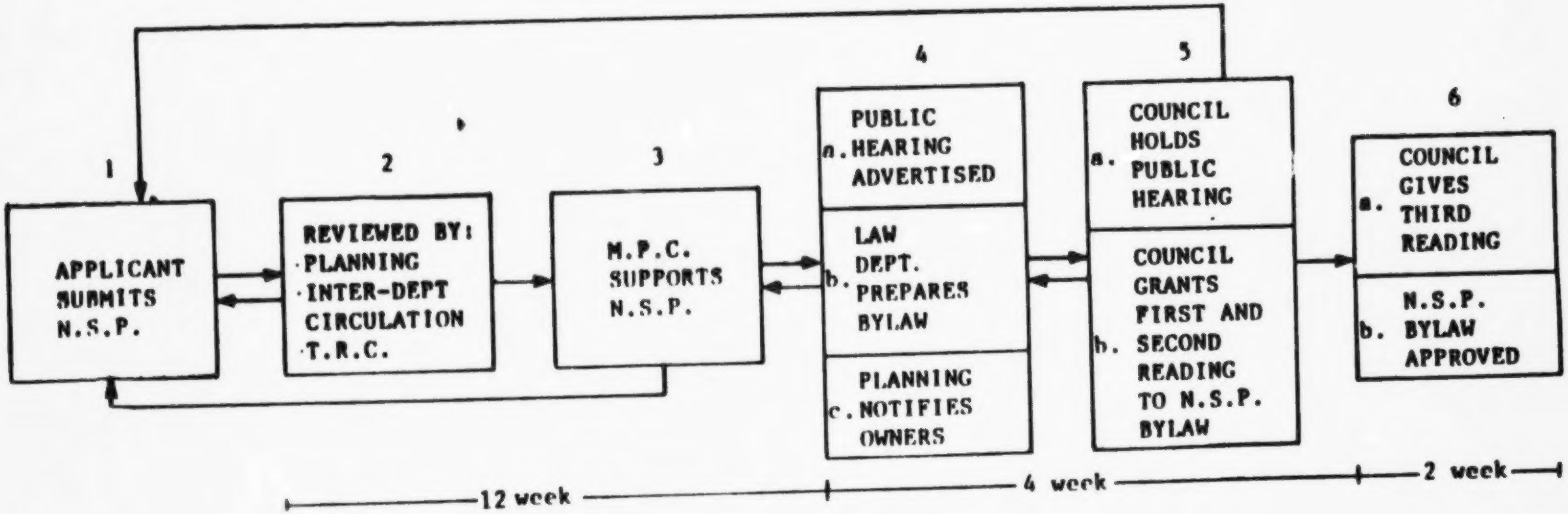
1. information on existing land use, zoning, land ownership, existing utilities infrastructre and transportation network;

2. Environmental Impact Statement for the specific area covered by the neighbourhood; and

3. Social Impact Statement including student generation statistics for the specific neighbourhood.

ENCLOSURE

APPROVAL PROCESS FOR NEIGHBOURHOOD STRUCTURE PLAN BYLAW


1
APPLICANT SUBMITS N.S.P.
2
REVIEWED BY:
·PLANNING
·INTER-DEPT CIRCULATION
·T.R.C.
3
M.P.C. SUPPORTS N.S.P.
4
a. PUBLIC HEARING ADVERTISED
b. LAW DEPT. PREPARES BYLAW
c. PLANNING NOTIFIES OWNERS
5
a. COUNCIL HOLDS PUBLIC HEARING
b. COUNCIL GRANTS FIRST AND SECOND READING TO N.S.P. BYLAW
6
a. COUNCIL GIVES THIRD READING
b. N.S.P. BYLAW APPROVED
12 week
4 week
2 week

TIME ESTIMATED
12 WKS (3 MO.) TO
M.P.C., EXCLUDING TIME
REQUIRED FOR ACTUAL
PREPARATION.
TOTAL TIME ESTIMATED
18 WKS. TO APPROVAL
BY COUNCIL

ABBREVIATIONS

M.P.C.	MUNICIPAL PLANNING COMMISSION
T.R.C.	TECHNICAL REVIEW COMMITTEE
N.S.P.	NEIGHBOURHOOD STRUCTURE PLAN

LAND USE PLANNING BRANCH
PLANNING

OCTOBER 1979

THE CITY OF RED DEER

a) Excerpts from General Municipal Plan
   Plan Implementation

PART THREE:

PLAN IMPLEMENTATION

3.1 INTRODUCTION

The adoption of the General Municipal Plan is by no means the final step in the planning processes. Being policy and action oriented as stated in Section 1.1 it becomes the framework for further planning studies and future development. The very nature of the document necessitates ongoing review and monitoring. As problems are resolved others arise. As time passes values, attitudes and assumptions change.

3.2 CO-ORDINATING ROLE

3.2.1 One of the primary purposes of the General Municipal Plan is to examine the interrelationship of one policy area to another. By examining the effect one option has on another and by eliminating those that are not mutually helpful, guidance can be given to the selected policies. In this way the plan can co-ordinate a wide variety of decision areas.

3.3 TOOLS OF IMPLEMENTATION

In implementing a general municipal plan a city has at its disposal all the tools suggested in the Planning Act, 1977 and Municipal Government Act. Implementation of a plan may require other techniques and it should not necessarily be limited to these legislated tools. The use of the budgetary process, federal and provincial grants, advocacy statements and civic programs can be effective.

3.3.1 General Municipal Plan Bylaw

Section 59 of the Planning Act, 1977 requires the City of Red Deer to pass a bylaw adopting the general municipal plan.

3.3.2 Land Use Bylaw

The Land Use Bylaw is the major tool for control and regulating land development. It should incorporate and espouse the purpose of the general plan. It provides in detail many of the policies of the general plan.

3.3.3 Subdivision Control and Replotting Schemes

In many cases before development occurs the subdivision or resubdivision must be approved. Properly administered, these controls can be used to bring about the policies of the plan.

3.3.4 Area Structure and Redevelopment Plans can be used to provide a more detailed framework for development and subdivision. Such plans can be used to specify the sequence of development, density and road patterns.

3.3.5 Innovative Residential Development Area

Section 143 of the Planning Act, 1977 provides a mechanism for encouraging low cost housing. Under certain circumstances subdivision and land use regulation can be relaxed to accommodate innovative approaches to housing.

3.3.6 Civic Programs and Administration

The budgetary process which involves the annual budget is one of the key activities of the City's operations. Through the annual budget Council allocates funds for various municipal operations and capital projects. It is essential that the priorities of the City's annual budget are integrated with the implementation and administration of the general municipal plan.

Prerequisites for the implementation of the plan are effective internal co-ordination and consultation between municipal departments themselves and between the departments of Council's planning advisors. It is essential that every agency which is concerned with growth and development in the City endeavours to follow the directions of the general municipal plan.

3.3.7 Land Banking

Land banking has played a key role in the development of the City of Red Deer. The City should continue to use this valuable tool in industrial and residential development and redevelopment.

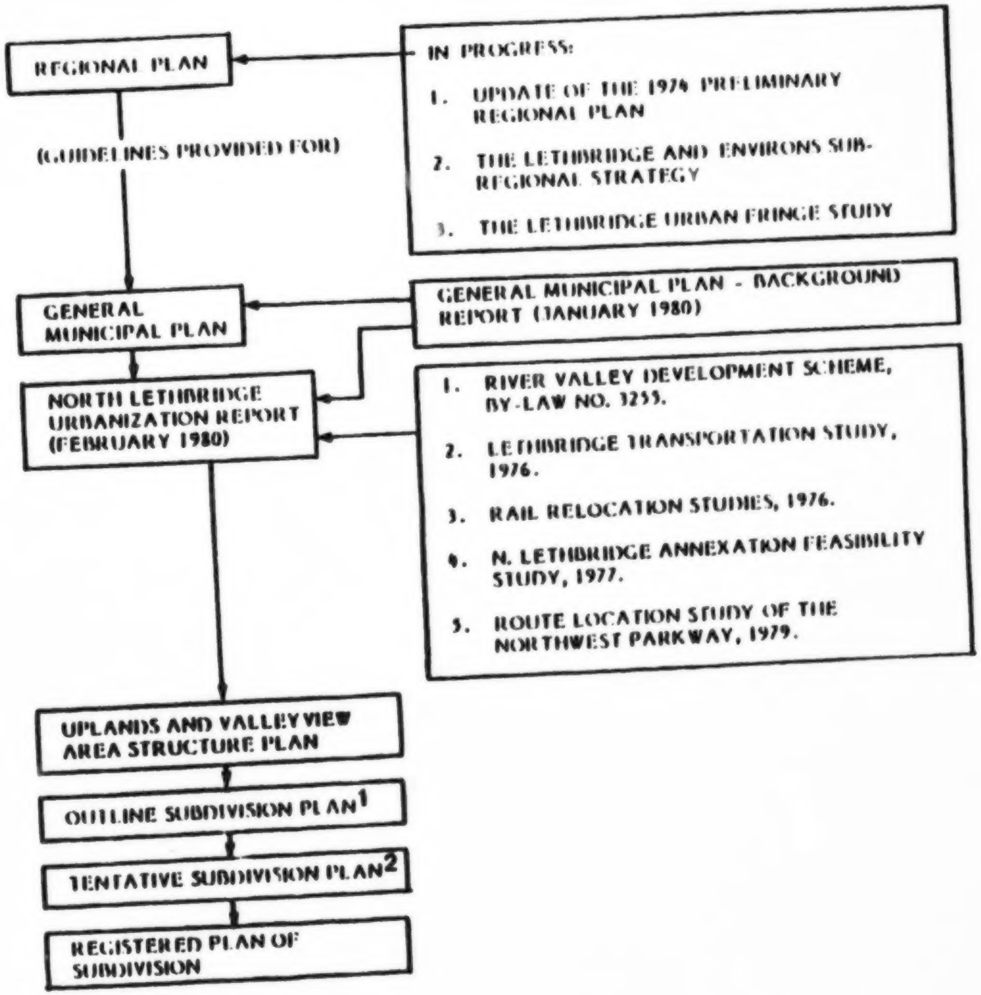
THE CITY OF LETHBRIDGE

a) Excerpts from General Municipal Plan

b) Hierarchy of Plans for North Lethbridge

FIGURE I

HIERARCHY OF PLANS AND STUDIES COMPLETED
AND IN PROGRESS, AND STEPS REMAINING
IN THE SUBDIVISION DEVELOPMENT PROCESS


REGIONAL PLAN
IN PROGRESS:
1. UPDATE OF THE 1974 PRELIMINARY REGIONAL PLAN
2. THE LETHBRIDGE AND ENVIRONS SUB-REGIONAL STRATEGY
3. THE LETHBRIDGE URBAN FRINGE STUDY
(GUIDELINES PROVIDED FOR)
GENERAL MUNICIPAL PLAN
GENERAL MUNICIPAL PLAN - BACKGROUND REPORT (JANUARY 1980)
NORTH LETHBRIDGE URBANIZATION REPORT (FEBRUARY 1980)
1. RIVER VALLEY DEVELOPMENT SCHEME, BY-LAW NO. 3255.
2. LETHBRIDGE TRANSPORTATION STUDY, 1976.
3. RAIL RELOCATION STUDIES, 1976.
4. N. LETHBRIDGE ANNEXATION FEASIBILITY STUDY, 1977.
5. ROUTE LOCATION STUDY OF THE NORTHWEST PARKWAY, 1979.
UPLANDS AND VALLEYVIEW AREA STRUCTURE PLAN
OUTLINE SUBDIVISION PLAN1
TENTATIVE SUBDIVISION PLAN2
REGISTERED PLAN OF SUBDIVISION

NOTES:
1. usually covers an area suitable for a 2 to 3 year supply of building lots.
2. usually covers an area suitable for a 1 year building program.

1.3 OVERALL PLANNING APPROACH

As mentioned a number of times in this report, it is recommended that all areas of the city be dealt with on a neighbourhood, or area-specific, planning basis.

Three issues concerning this approach must be addressed. (a) the rationale for an area-specific approach to planning; (b) the definition of the term "neighbourhood" as it is used in this context; and (c) the content of area-specific plans, and their relation to other city plans.

1.3.1 Rationale

Area-specific planning is desirable primarily because of the sensitivity which it can permit towards local issues. This includes resident involvement, the examination of problems in their actual context (as opposed to the application of city-wide policies to specific local problems), and a recognition that any given area of the city has unique opportunities and constraints. The approach must, however, be *fully* implemented, or the application of area-specific plans risks the establishment of uncoordinated and *ad hoc* plans and objectives.

1.3.2 Definition

The term "neighbourhood", in the context of area-specific planning, is defined solely as a physical, and not a social, entity. If possible, local planning units should coincide with social units; this is not always possible, however, when the area is defined on a functional as opposed to a social basis. An example would be the designation for study purposes of a primarily commercial area (such as the commercial core or the Mayor Magrath Drive strip commercial area), or of a purely industrial area.

This definition embodies the approach necessary to avoid uncoordinated neighbourhood planning. Prior to instituting any area-specific planning study, the links of the area to all other neighbourhood units must be evaluated. In some cases, a zone which ties together a number of different neighbourhoods must be dealt with as a separate entity, and may in fact demand attention prior to area-specific studies for the neighbourhoods which it connects. Examples of this type of zone would be the strip commercial areas and major non-residential areas such as the hospitals zone.

1.3.3 Plan Contents

In light of the definition given above, an area-specific plan must deal only with purely local matters. As well, such a plan must deal with common areas insofar only as they relate to the neighbourhood, and without prejudicing the effect on any adjacent area. Past planning in Lethbridge has appeared to deal with specific policy guidelines applied on a city-wide basis, rather than with the consideration of unique local circumstances.

1.3.4 Summary

It is a general principle that all factors which can be dealt with on a local, area-specific level, without prejudicing land use in other neighbourhoods, *should* be dealt with at that level. Furthermore, The General Municipal Plan includes studies addressed directly to a topic area, but should defer detailed consideration of local factors until such time as a local plan is prepared. The policy is embodied in the Plan, and implemented through the development of area structure plans (ASP's) or area redevelopment plans (ARP's). Areas which might be considered for such plans are identified in the General Municipal Plan, in accordance with *The Planning Act, 1977.*

THE CITY OF CALGARY

a) Calgary General Municipal Plan
    Local planning system

b) Excerpts from Calgary North Policy Plan

c) Excerpts from Calgary North Area Structure Plan

d) Development Agreement

calgary general municipal plan

office consolidation

THE CITY OF CALGARY
PLANNING DEPARTMENT

CHAPTER 1

THE LOCAL PLANNING SYSTEM

INTRODUCTION

4.1.1 This part of the Plan is concerned with the detailed local plans and planning procedures required to implement the broad policies of the Calgary Plan. It begins with an overview of the local planning system and its relationship to the Calgary Plan and then considers, in more detail, the major documents in the system, i.e. area structure/area redevelopment plans, the Land Use By-law and subdivision plans.

OVERVIEW

4.1.2 *The Planning Act, 1977* established a hierarchy of plans, with the Regional Plan providing the legal framework for all municipal planning. The senior municipal document is the General Municipal Plan (i.e., the Calgary Plan), with which other municipal statutory plans (i.e., area structure/area redevelopment plans) and subdivision plans must comply. Subdivision plans are further bound by the Provincial Subdivision Regulations. The Land Use By-law also will be consistent with the Calgary Plan although it is not legally bound by it. The interrelationships within this hierarchy of plans are illustrated in Figure 4.1.1.

4.1.3 There are seven sequential steps between the Calgary Plan at one end of the municipal planning process and the Occupancy Permit at the other, although they are not all mandatory in every case. The principal characteristics of each of the steps are indicated on Table 4.1.1.

4.1.4 It is generally intended that the Calgary Plan should provide an adequate policy framework to guide the preparation of area structure/area redevelopment plans and subsequent steps in the local planning process. Where this policy framework is not adequate, it will be necessary to prepare an appropriate amendment to the Calgary Plan, usually supported by some form of strategic planning study related to specific parts of the city. The parts of the Calgary Plan most likely to require amendment in this context are Part 2, where strategic policies are related to major residential or industrial development thresholds, and Part 4, where strategic policies relate to specific parts of the city. The amendments to Part 4 will take the form of additional sections or chapters. It may also be appropriate to amend Part 3 where new policies on a subject area are likely to have a pervasive effect on several sections of the city.

4.1.5 The strategic planning studies supporting amendments to the Calgary Plan, as envisaged in paragraph 4.1.4, may be endorsed by City Council also, as relevant background for the preparation of area structure area redevelopment plans, or for amendments to the Land Use By-law.

AREA STRUCTURE/AREA REDEVELOPMENT PLANS

4.1.6 Area structure/area redevelopment plans will translate the policy framework and guidance provided by the Calgary Plan into a form that is sufficiently detailed to provide a basis for the subdivision and development approval process. They will also deal with economic, social, cultural and environmental matters pertaining to the areas they cover.

4.1.7 The scope of the plans, and their degree of detail, will vary with the nature of the areas concerned and with other circumstances. Within a built-up area, for example, an area redevelopment plan may enter into questions relating to the design of individual buildings. In a new development area, on the other hand, an area structure plan may go no further than to establish general guidelines and the overall pattern of land use.

4.1.8 At the time City Council makes a decision on the area structure plan, it will also decide how any unresolved development constraints are to be dealt with. The decision making mechanism relating to development constraints is discussed in Part 5, Chapter 3.

4.1.9 If an area structure/area redevelopment plan contains proposals that will entail abnormally high expenditures, it will itemize the costs involved and recommend the steps which should be taken to deal with them through the City's budgetary process.

4.1.10 Flexibility is to be an important characteristic of area structure/area redevelopment plans. It will be seen both in terms of the types of areas for which such plans are prepared, and in terms of their degree of detail. Preconceived rigid guidelines are neither feasible nor desirable in this context, although general guidelines will be prepared and used by the Administration as experience is gained. These guidelines will include the following:

i) A clear definition of roads by function, taking account of the local environment and traffic needs. The overall road pattern should discourage through traffic from penetrating residential areas.

ii) The design of residential areas to allow the principal pedestrian and vehicular traffic routes to be well defined, separated (though they may share the same right-of-way) and related to the major community facilities.

iii) The creation of identity in residential areas by the provision of focal points, as design elements, related to the needs of children, mothers, senior citizens and other members of the community (e.g. the grouping of local shopping, church and community facilities with a junior high school).

iv) The integration of comprehensive landscape plans with major pedestrian and vehicular circulation systems.

v) The protection of escarpments for use by the general public. When a residential subdivision or any redevelopment abuts the top of an escarpment, a strip of land — with a minimum width of 60 feet, measured from the top of the escarpment to the nearest property line or curb line of a road — will be protected for use as public open space.

vi) The maximum height of different types of buildings.

4.1.11 Public participation is expected to play an important role in the preparation of area structure area redevelopment plans. Again, a flexible approach is recommended, to take account of differing circumstances. The precise form participation is to take, and questions relating to timing, should be settled in the initial stages of work on a plan. Area structure plans area redevelopment plans and amendments to them for land near the city boundary will be referred to the Calgary Regional Planning Commission and the adjacent municipal districts for comment prior to a decision being taken on them.

4.1.12 *The Planning Act, 1977*, requires a general municipal plan to designate the areas of a municipality that would, in the opinion of the Council, be suitable for an area structure area redevelopment plan or both. Table 4.1.2 lists the areas that have been designated for area structure area redevelopment plans. The precise boundary for each area will be defined as part of the task of preparing a plan. Furthermore, a designated area may be the subject of one or more plans depending on the size of the area and local circumstances. The table will be updated to include additional area structure area redevelopment plans as required.

SUBDIVISION PLANS

4.1.13 Final approval of a plan of subdivision is preceded by approval of an outline plan and a tentative plan. An outline plan proposes the detailed street pattern, utility layout and reserve dedications for the land to be subdivided. A tentative plan establishes these details, along with lot lines and area dimensions, as the basis for a plan of survey to be registered with the Land Titles Office.

4.1.14 Subdivision plans must comply will all the other documents in the hierarchy of plans, illustrated on Figure 4.1.1. In addition, they are governed by the Provincial Subdivision Regulations, which take precedence over these local planning documents.

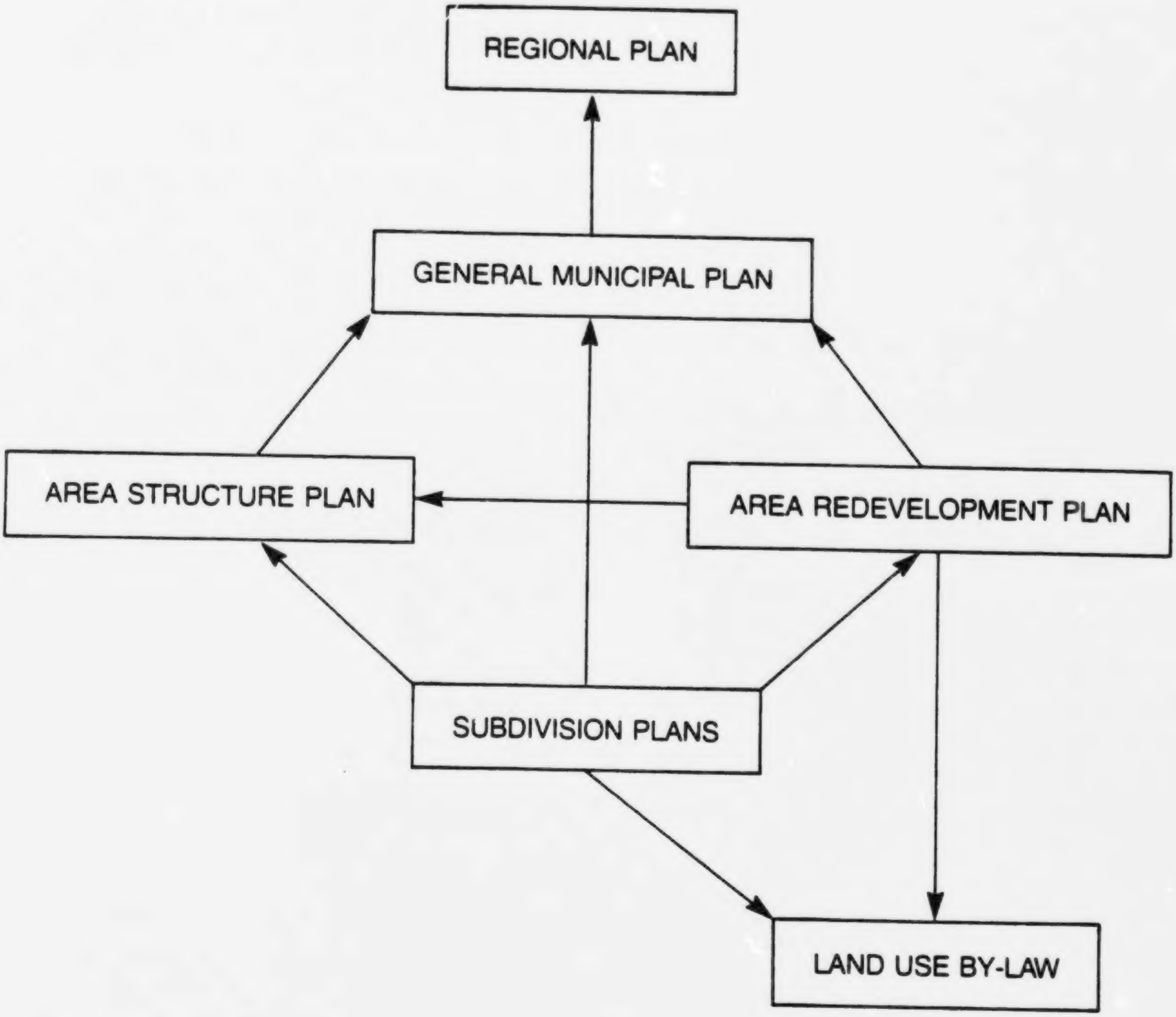
LAND USE BY-LAW

4.1.15 The Land Use By-law contains the municipal development and land use regulations which ensure that future development occurring in the city takes place in a manner consistent with the Calgary Plan and other planning policies of Council. The function of the Land Use By-law is to facilitate the implementation of the local plans. Under the provision of *The Planning Act, 1977*, the Land Use By-law is not required to comply with the other plans in the planning hierarchy. However, consistency in the implementation of Council's policies is ensured because of the other relationships between the City's plans as shown in Figure 4.1.1.

4.1.16 The Land Use By-law divides the municipality into land use districts that fall within industrial, residential, commercial and special categories. The Land Use By-law prescribes for each land use district certain uses that are permitted and or certain uses that are discretionary. The Development Officer must issue a development permit for a permitted use, provided that all requirements of the Land Use By-law are met. For a discretionary use, the Development Officer may or may not issue a permit depending upon the merits of the individual application. In each land use district, rules for the discretionary uses provide the basic development guidelines but the Development Officer is allowed discretion and flexibility in their administration. The distinction between permitted and discretionary uses is an important one and reference should be made to the Land Use By-law for a more detailed interpretation.

FIGURE 4.1.1

THE HIERARCHY OF PLANS



Arrows indicate the conformity requirements of the different plans.

TABLE 4.1.1

LOCAL PLANS AND PERMITS

PLAN/ PERMIT	SUBMITTED BY	PURPOSE	MAJOR ELEMENTS		PUBLIC PARTICIPATION	PROCESS		FINAL APPROVAL
Area Structure/ Area Redevelopment Plan	City	To establish the most appropriate form of development for a new area or improvements to an existing area based on all relevant policies of the Calgary Plan and any other planning policies adopted by Council.	· General distribution of land uses · Population density · Public facilities and basic roads	· Transportation requirements · Environmental areas and parks · Financial implications	Consultation with community representatives, land owners, local commerce and industry, builders and developers.	· Plan preparation · Major circulation review · Technical Use Coordinating Committee	· C.P.C. review · Public Hearing	Council
Outline Plan of Subdivision	Owner (or Agent)	To establish the detailed street and lane pattern, utility layout and reserve dedication for land which will generally form part of an area covered by an area structure/ area redevelopment plan.	· Detailed street and lane layout · Block identification	· Location of utilities · Location of major land uses and reserves	None except through reclassification procedure where this occurs.	· Major circulation review · C.P.C. review concurrently with land use reclassification where required		C.P.C.
Tentative Plan of Subdivision	Alberta Land Surveyor	To establish lot lines and area dimensions for all or part of an area covered by an approved outline plan as a basis for a plan of survey to be registered with Land Titles Office.	As outline plan plus: · Lot lines	· Street names · Area dimensions	Decision on tentative plan must be sent to adjacent landowners who have the right to appeal the matter to the Alberta Planning Board.	· Circulation (if required) · C.P.C. review (subsequent to land use approval if required)	· Circulation and endorsement of survey linen. · Survey linen to Province and Land Titles Office	C.P.C. (Subject to appeal to Alberta Planning Board)

PLAN/ PERMIT	SUBMITTED BY	PURPOSE	MAJOR ELEMENTS		PUBLIC PARTICIPATION	PROCESS		FINAL APPROVAL
Land Use Redesignation	Owner (or Agent)	To change the land use designation of a parcel of land shown on the land use maps to a designation appropriate for the intended use and to add such additional guidelines as may be required to ensure a satisfactory development.	· Existing and proposed land uses · Compatability with adjoining uses	· Housing mix and density	Prior to C.P.C. review, circulation to affected community associations. Subsequent to C.P.C. review, notification of a Public Hearing by newspaper advertisement, notice posting on site and hand delivery to adjoining owners.	· Major circulation · Post circulation meeting if accompanied by an outline plan.	· C.P.C. review · Advertising of Public Hearing · Public Hearing	Council
	City	A procedure used by the City to implement area structure/ area redevelopment plans.						
Development Permit	Owner (or Agent)	To ensure that new development on appropriately classified land meets with the requirements of the Land Use By-law together with any additional development guidelines required by Council (see Land Use Redesignation above).	· Yard requirements · Traffic circulation and parking · Floor area ratio	· Landscaping and amenity space · Architectural design and finish	Notice posting for certain uses set out in Land Use By-law (Subscription service available through Planning Department for weekly lists of development applications).	· Circulation · Review by Development Officer (Discretionary referral to C.P.C. for all uses, mandatory referral on certain uses).		Development Officer or C.P.C. (subject to appeal to Development Appeal Board)

PLAN/ PERMIT	SUBMITTED BY	PURPOSE	MAJOR ELEMENTS		PUBLIC PARTICIPATION	PROCESS	FINAL APPROVAL
Building Permit	Owner (or Agent)	To ensure that the methods and materials to be used in construction, including mechanical and electrical equipment, meet with the requirements of The Alberta Uniform Building Standards Act.	· Detailed Construction drawings · Materials to be used	· Building safety	None	· Plan circulation and checking	Chief Building Inspector
Development Completion & Occupancy Permits	Owner (or Agent)	To ensure that all conditions of both the development and building permits have been satisfactorily completed in accordance with the approved drawings.	· Building completed and ready for occupancy	· Site improvements completed or secured by satisfactory bonding.	None	· Site inspection by Building Inspector and By-law Enforcement Officer	Chief Building Inspector Chief By-law Enforcement Officer

1 Calgary Planning Commission

TABLE 4.1.2

AREAS CONSIDERED SUITABLE FOR AREA STRUCTURE AND AREA REDEVELOPMENT PLANS

AREA STRUCTURE PLANS

South	Midnapore II
Southeast	Area East of McKenzie Barlow McKenzie Riverbend Southeast Industrial Area
East	Eastfield
Northeast	Area East of the Properties
North	Calgary North
Northwest	Crowchild III East Scenic Acres

The other areas shown in Figure 2.1.2 as additional new areas for residential development are also considered suitable for area structure plans.

AREA REDEVELOPMENT PLANS

Downtown (as defined in the Downtown Plan)	Chinatown Civic Centre Commercial Core East End Eau Claire Riverbank South Downtown Erlton Special Study Area 42nd Avenue Station Area Chinook Station Area
Inner City (as defined in the Downtown Plan)	Bankview Cliff Bungalow Lower Mount Royal Mission Sunalta The Beltline

The areas noted above as considered suitable for area redevelopment plans represent a provisional list which will be refined during the course of plan preparation.

APPENDIX II

A SAMPLE TERMS OF REFERENCE

CALGARY HOUSING COMMISSION

INNOVATIVE LAND & HOUSING DESIGN COMPETITION

CALGARY HOUSING COMMISSION

INNOVATIVE LAND AND HOUSING DESIGN COMPETITION

Welcome to the Innovative Land and Housing Design Competition. We look forward to receiving from you some interesting ideas on innovation in land planning, development, and housing design.

What is Innovative Housing?

The challenge has been put to the housing industry to demonstrate innovative ideas that primarily address the "quality of life" but also consider affordability of shelter (home ownership and rental). The quality of life could be viewed as improving upon our way of living but with less than a proportionate increase in the initial and on-going cost. Affordability could address such areas as land use and other provisions of the Land Use By-law, land development engineering, and housing form and construction.

The meaning of "innovative" has very purposely been left undefined for the purposes of this design competition. We have available some ideas and concerns that may be of guidance to you but they are not by any means meant to be all encompassing nor need you utilize all of them in your thought process. We wish to encourage as many creative and practical ideas as are possible. Accordingly, we have set forth only very general and basic guidelines that should be considered.

Our end objective is to demonstrate innovative land and shelter ideas that are readily accepted by the public, to set an example of a successful project which will be followed by other communities and developers and, if necessary, change existing rules and regulations with respect to land use, land development, and housing design and construction to allow such projects to occur more readily in the future.

The Design Competition

The design competition and awards have been formulated to appeal to those who will enjoy the challenge of designing for all or a portion of the land referred to below and, as well, to those who have worthy ideas but time does not permit the undertaking of a major submission.

A. For those who choose to undertake a major submission, your submission need only address a portion of the parcel sufficient to demonstrate that your ideas are workable; provided that you address: i) the buffer adjacent to the environmental reserve, ii) the sloping lands, and iii) a buffer to adjacent development if the nature of your design necessitates this.

Each of these more detailed submissions should include the following:

(a) an outline land plan (Plan of Subdivision).

(b) a typical streetscape of the various housing forms.

(c) elevations and/or cross-sections that would show only different or unusual ideas with respect to each of the housing forms.

(d) particular treatment of the buffer to the environmental reserve land.

(e) all submissions should be in black and white on standard size, 24 x 36 inch sheets.

B. For those who choose to undertake a less detailed submission, your submission should be sufficient to adequately demonstrate your idea.

Submissions will be gratefully accepted from any interested individual, group, company, or association.

It should be emphasized that what is important is the generation of ideas for use in any community by any member of the housing industry. The specific parcel of land mentioned below is the vehicle by which your ideas can take form initially on paper and possibly later in physical form. Carma Developers Ltd., who have put forward this land to test innovative ideas, does reserve the right to use all or only some of the ideas proposed. This reservation understandably results from the fact that this is a significant venture on their part and they must be convinced of the viability of your ideas. Carma's willingness to participate, even to the point of this competition, indicates their commitment to undertaking innovation. It is up to you, and this committee, to convince Carma of the viability of your ideas.

The Land

The land is approximately 125 acres in the Edgemont area of Calgary. Existing development adjoins the site.

The parcel offers the advantage of overlooking a significant coulee with the potential of natural recreation.

A package containing the appropriate maps, contours, and other information essential to your work is available for pick up from the offices of Carma Developers Ltd., 6715 - 8 Street, N.E., Calgary, Alberta, or, 5th Floor, 10009 - 108 Street, Edmonton, Alberta. Carma has agreed to act as the Administrator to disseminate information and gather the submission.

Any questions with regard to the general intent of this competition can be addressed to Don Bortoluzzi at 286-1708 or to Greg Spearn (Carma) at 275-5555.

Judging

The judging will probably be conducted by representatives of groups and professions including the Association of Professional Engineers, Canadian Institute of Planners, Association of Architects, City of Calgary Planning and Engineering Departments, Carma Developers Ltd., City of Calgary Housing Commission, and Associations related to the housing industry.

Criteria for judging will include:

- the degree to which the participant has adhered to the intent of this competition and the basic guidelines enclosed herein.
- the cost of development of the land and housing as proposed.
- the practicality, marketability, and suitability of the land plan and housing forms. While emphasis will be given to ideas that are marketable in the near future, the judges will also take into account meritous ideas that are not useable for some years to come.

Submission Deadlines

All submissions should be received in the offices of Carma Developers Ltd., 6715 - 8 Street, N.E., Calgary, Alberta T2E 7H7, (275-5555), by April 30, 1982, to the Attention: Greg Spearn.

In order to initially prevent the identification of each entrant, the submission documents should be free of any name or logos. Each submission should be accompanied by a letter in a plain envelope which will identify the entrant and include in the letter and on the face of the envelope a five digit number of your choosing. This same number should be used on all of your submission documents.

Awards

The award money will be disbursed as follows:

(a) the most significant proposal combining land use and development and housing form - $7,000.00.

(b) the most significant proposal with respect to land use and development - $5,000.00.

(c) the most significant proposal with respect to the three dimensional housing form - $4,000.00.

(d) for those who have chosen not to submit an extensive proposal, there will be 12 merit awards of between $300.00 and $800.00 each for the most practical and easily implemented ideas; (i) to reduce the initial cost of servicing with respect to roads, sewers, drainage control, lighting, sidewalks, etc. (there will be at least three awards under this one category); (ii) to decrease the cost of a lot by means other than a reduction in the cost of servicing; (iii) to reduce the cost of maintenance by the City; (iv) to decrease the cost or increase the efficiency of surveying; (v) to reduce the cost of providing rental accommodation or the monthly cost of renting; (vi) to reduce the cost of home construction; (vii) that address the concerns of the police with respect to security and related matters; (viii) that increase the availability of mortgage money or decrease the cost of financing; (ix) that propose the most feasible means to implement energy conservation.

At least one of these merit awards will be reserved for a proposal received from a student.

The Judging Committee will have the discretion to award one entry a multiple prize from more than one category or not make an award in any one category if the submissions do not merit an award. The winning submissions will also receive plaques in recognition of their contribution.

Carma may choose to select one or more entrants on a per diem basis to assist Carma and its consultants in finalizing a formal submission to the City of Calgary.

Guidelines to Participants

1. Each participant is asked to imagine for a few days that he (she) is the owner of the land. Accordingly, ask yourself what you would like to see physically in place, what would be better that what is being done now, and contrast those things with what the future shelter occupants desire. Bear in mind two guidelines that are paramount:

(a) You must respect the generally understood safety and health standards, and

(b) What you design must be saleable. Reality dictates that the end product must be something that the public desires. Try to provide the shelter occupant with the impression that he has obtained more for less cost.

You must justify why you think people will want what you propose if it is too far a step out from what is currently being built. Please bear in mind that the market demand could change during the several years the land is developed.

2. Your design should address both the land development itself as well as the housing forms on the land.

3. In approaching the area of how your ideas may conflict with what is currently permitted under existing rules and regulations, consider the intent behind these rules and how you might meet their intent in a better way.

With respect to roads and servicing design, allow your common sense and experience to dictate that which is practical from an initial cost and maintenance cost point of view as well as safety.

You should provide us with a list of existing rules and regulations that have not been adhered to, the reasons why your ideas merit a change to these rules and regulations and, where possible, an analysis of the savings that would result from your ideas.

4. Density - approach this question from the point of view of how high the density can be taken and still respect how people live or want to live. There are no other constraints on a relatively high density.

If your proposed densities are substantially in excess of 22 persons per acre or six units per acre, please provide extra sketches of streetscapes to identify clearly how you have treated the density and why you have treated it so.

5. The proposals should appeal to a variety of income levels.

6. You can propose any mix of land use provided they are properly integrated with one another and with existing land use on adjacent parcels.

7. The parcel of land contains areas which include "environmental reserve" and sloped areas. When planning for these areas, bear in mind the legal requirements for environmental reserve and the generally understood guidelines of what is or is not environmental reserve. Please respect the existing grades and consider in your design for these sloped areas, a common sense approach to the practicality of road slopes and maintenance of these roads.

8. The yield of the land should be otherwise maximized by avoiding common design pitfalls.

GOOD LUCK!!

POSSIBLE IDEAS FOR CONSIDERATION

Subdivision Design, Mix of Use

- Should strike a theme or identity for each area and follow through on this in all design details including roads, sidewalks, light standards.
- Each neighbourhood should stand on its own - services and amenities should be of a local rather than metro nature - each area should have its own shopping, schools, cycling, walking paths, pubs, etc..
- Amount of land devoted to separate uses, particularly schools is excessive and opportunities to better utilize the land are lost. The amount of land utilized could be decreased and neighbourlines increased by shopping, schools, reserve, and other community uses sharing the same site.
- Rather than large parks, try connected, narrow but linear parks.
- Diversify away from hard edge between single family and multi-family - better integration of uses of land and more variety of use within a given area - integrate single family, rental townhouses and apartments, including highrise, social housing and senior housing - multi-family too set apart and too large, limit multi-family to 50 units for one project.
- School sites need not be flat.
- Design the area and the home to suit the residents' changing lifestyle and lifecycle so that he need not leave the community - that is, design to changing needs of children growing up, children having left the home, etc.
- Maintenance - how provide incentives to adequately maintain the home and fencing and encourage landscaping - or how design to minimize necessity of maintenance.
- How separate cars and people - concept of landscaped pathways for rear access.
- Need thorough planning of all aspects of subdivision and homes.
- Ownership that permits shared elements such landscaped spaces could ease maintenance problems, increase feeling of community and neighbourliness and provide some of the thoroughness of planning needed at the design stage. Initial costs of such landscaping, etc. would thus be shared.
- Densities - 22 p.p.a. can now be accomplished with single family - why not higher densities.
- Recreation for kids - address the needs of the 10 to 15 year age group - provide year round use not necessarily tied into community association facilities - quality and intensity of use should be improved - should be in closer proximity to the home.
- The Melcor Ranchlands experiment - what succeeded, how could it be improved.
- Attitude should not be how do we shrink what we are currently providing but rather how do we build from the ground up.
- Where the lots are sold to a number of builders, how do you improve architectural control to accomplish these ideas.
- P.U.D. - minimize zoning rules for a parcel of land to allow any use from single family to apartments.

Setbacks, Sideyards, Lot Design

- Need a more urban attitude to design in the suburbs:
  - Integration of housing forms
  - Detail in landscaping design
  - Visual and sound privacy
  - Privacy areas emphasized - reduced front yard and setbacks - but rear yard smaller and more intensely designed and used - put space where it can be used to maximum benefit of resident
- Is the 30 foot by 80 foot lot the ideal size and shape.
- Landscaping - more intense - perceived to be shared by the whole community.
- Better and more intense use of sideyard on zero lot line - courtyards, patios, landscaping.
- Address social and cultural acceptance of less front yard, reduced setbacks.
- Variety of lot shapes and sizes - flag lots, etc.
- Must create increased "perceived value" in eyes of potential resident - getting more "value," not less in terms of lot sizes, etc.

Roads and Servicing Standards

- Address how provide adequate fire and emergency protection and health and safety standards but with changed R.O.W.'s, pavement widths, less land consumed in roads and less expensive servicing.
- Double loading (street and lane) undesirable.
- Water orientation as a landscape, open space element - retention ponds could be one-half acre to 10 acres, not limited to five acre sizes - retention ponds could be purposely designed to look like sloughs.
- Streets could take on a more rustic setting - narrow, one way.
- In condominium sites - services and roads owned and maintained by City.
- Bus only roads.

Housing Design

- Method of selling land leads to sideyards, front yards, size of lots as we now see them. How could the land be sold to get away from this.
- More emphasis to energy conservation design in the house and land design.
- Designs for greater utilization of sloped lands.
- Explore "double zero lot lines" - attached at sides but staggered front and rear.

- Design home so that homeowner can temporarily rent part of the space to generate income to afford the mortgage. Rented space would later be an extension of the one resident home to allow added features of a family room, third and fourth bedroom, etc.

- Innovation needed in financing and lending.

Security, Crime

- Should design an area to make it uncomfortable for the criminal but comfortable and "neighbourly" for the resident.

- Prefer small segmented parks visible from home.

- Low cost projects with less number of units tend to reduce crime and police problems.

- Important to maximize neighbourliness - meet, mix, socialize, to reduce crime and problems.

- Need to address lock mechanisms, lighting of alleys, extent and placement of landscaping and parks.

Parking

- Automobile a necessity (sometimes three) - how separate cars and people, how plan for parking of these vehicles.

- Try common parking for even single family utilizing the R.O.W. or another separate area shared by residents but in such a way that it does not hinder or interfere with other residents.

Recurring Comments

Several comments were repeatedly mentioned regardless of the individual's background or interest:

- Parking - how can it be handled in a better manner.

- Neighbourliness - how do we design for more common amenities on less space and encourage the impression of sharing, of community for the benefit of all.

- High cost of existing roads and servicing guidelines, necessity of lanes, and high percentage of land devoted to roads.

- Lack of landscaping in suburbs.

- Diversity of housing forms needed in the suburbs.

CALGARY INNOVATIVE LAND AND HOUSING DESIGN COMPETITION

PLANNING AND ENGINEERING BACKGROUND INFORMATION

JANUARY 1982

INTRODUCTION

The study area is located in the northeast portion of Edgemont. Edgemont is the designated name for a large area of land comprising approximately 625 hectares in northwest Calgary, which is being developed as a comprehensively planned, low density residential community. Edgemont is one of Calgary's developing communities which is attracting second and subsequent home buyers to a full range of estates, single, semi-detached and townhouse homes. In addition to having exceptional views in a spectacular natural setting, Edgemont currently has an attractive convenience commercial centre and a first-class racquet club. Future public recreational development is anticipated in addition to the development of a 10.8 hectare sub-regional shopping centre which will include a full range of retail-commercial, service and professional office facilities. Although no school facilities are presently located within Edgemont, an elementary school is projected for 1983 and school reserves have been included in the development of each of the "cells" within the community. In addition to the excellent automobile access presently available, an extensive transportation system is planned around the community. The internal road pattern has been designed to accommodate public bus transit. Several bus routes presently serve the community. These routes will eventually link into the future northwest Light Rail Transit line on Crowchild Trail.

The community is located 10 kilometers from both the Central Business District and within a convenient distance of all necessary public and private amenities such as schools, hospitals, and shopping facilities. The open spaces within the community are well integrated into the existing and proposed public open space system in northwest Calgary. This includes the 600 hectare proposed Nose Hill Park, the Bow River Park system, and the Nose Creek and Beddington Creek open space systems which comprise both active and passive recreational facilities linked by a system of walkways and bicycle paths.

THE STUDY AREA

(a) Boundary

The study area encompasses approximately 75 hectares. It is bounded on the north by the fixed alignment of Country Hills Boulevard (a major road), on the east by the fixed alignment of Shaganappi Trail (an expressway), and on the south and west by lands on which there has been preliminary planning work. Further to the west of the study area is Edgemont V for which an Outline Plan was recently submitted to the City by Carma Developers Ltd. The lands north of Country Hills Boulevard have not been included within an Area Structure Plan. The lands east of Shaganappi Trail are within the MacEwan community and outline plans have been approved for this area.

(b) Topography and Soils

The topography of Edgemont can be described as upland plateau containing steeply sloped hillsides traversed by deep coulees or gullies. It is one of the highest plateau areas in north Calgary which enables some spectacular views. The subject lands contain the topographical elements of the Edgemont area: slopes, plateaus and gullies. A preliminary slope analysis for the area has been provided which indicates the nature of the slopes in the study area. The land within the study area has very little significant vegetation other than prairie grasses.

Preliminary geotechnical and slope stability studies have been carried out on the lands. Generally the soils consist of topsoil overlaying silt-clay till of various thicknesses overlaying a clean, sandy gravel overlaying siltstone bedrock. The existing slope stability studies indicate that the existing slopes are probably stable although care should be taken in design to minimize fills and control over land water flows.

PLANNING BACKGROUND

(a) General

In September 1979, Calgary City Council approved the Crowchild III Area Structure Plan which provided the planning framework for future development of the entire community. Copies of the Area Structure Plan can be obtained from the City of Calgary Planning Library.

The base plan indicates the area of the study area and the status of development on adjacent lands. Although the lands to the south and west of the subject lands have had preliminary planning done on them, they need not be considered in detail except that collector ties must be made through these lands to provide access from the study area to Edgemont Boulevard. No access will be allowed to Shaganappi Trail. The indicated connection to Country Hills Boulevard is the closest point at which access can be taken from the study area to Country Hills Boulevard due to the Shaganappi Trail intersection.

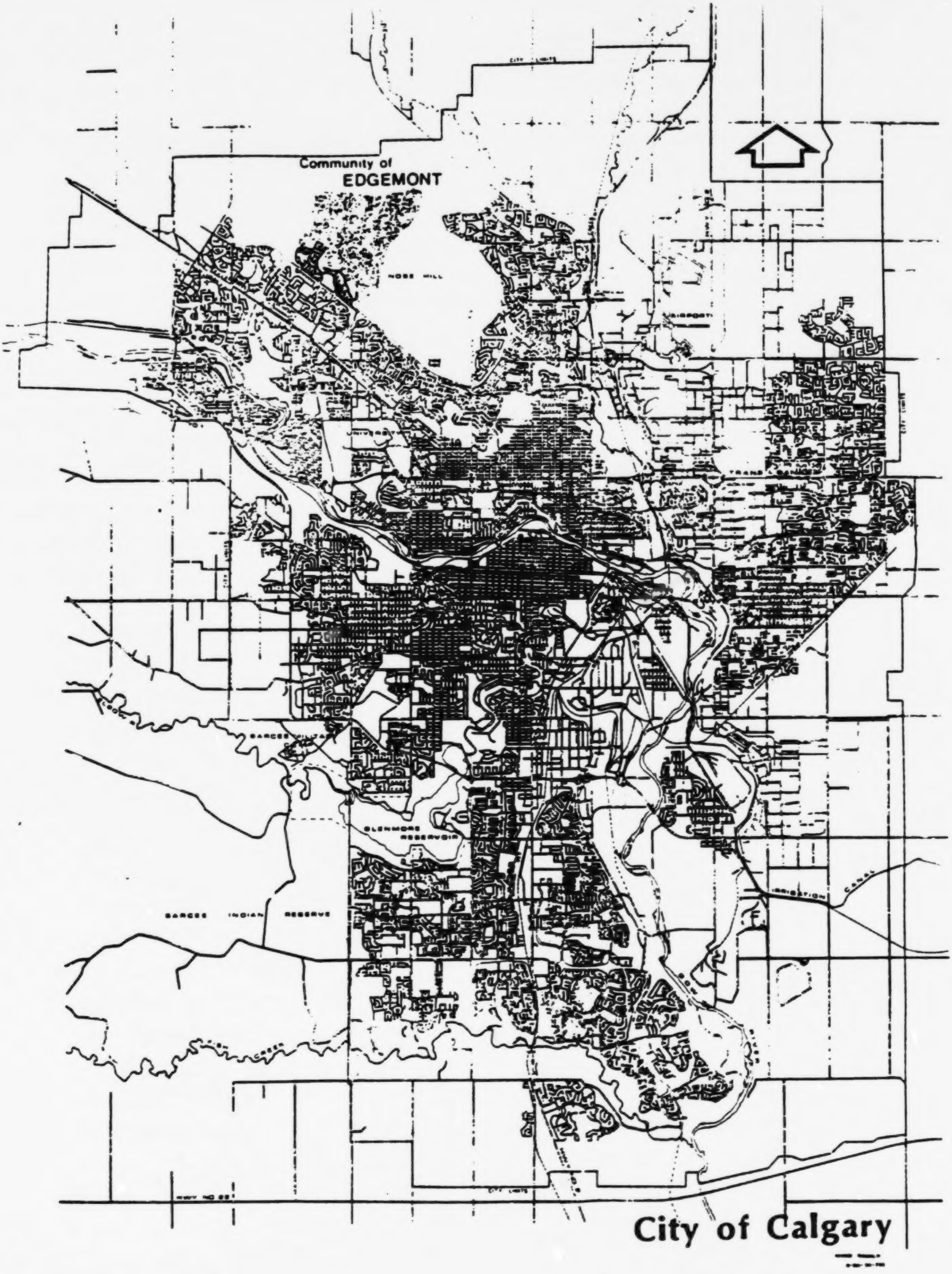
(b) School Sites

The Crowchild III Area Structure Plan indicates an elementary public school in the vicinity of the southern boundary of the study area. This school site may be located within the study area, partially within the study area, or outside the study area. In either case, the relationship of the study area to the possible school site must be considered. Regardless of the site location, the required 10% municipal reserve credit must be addressed and accounted for on each plan. As noted on the base plan, a 9.7 hectare joint use site which could accommodate a public junior high school as well as both a separate junior high and separate elementary school is located within the area of the proposed Outline Plan for Edgemont V.

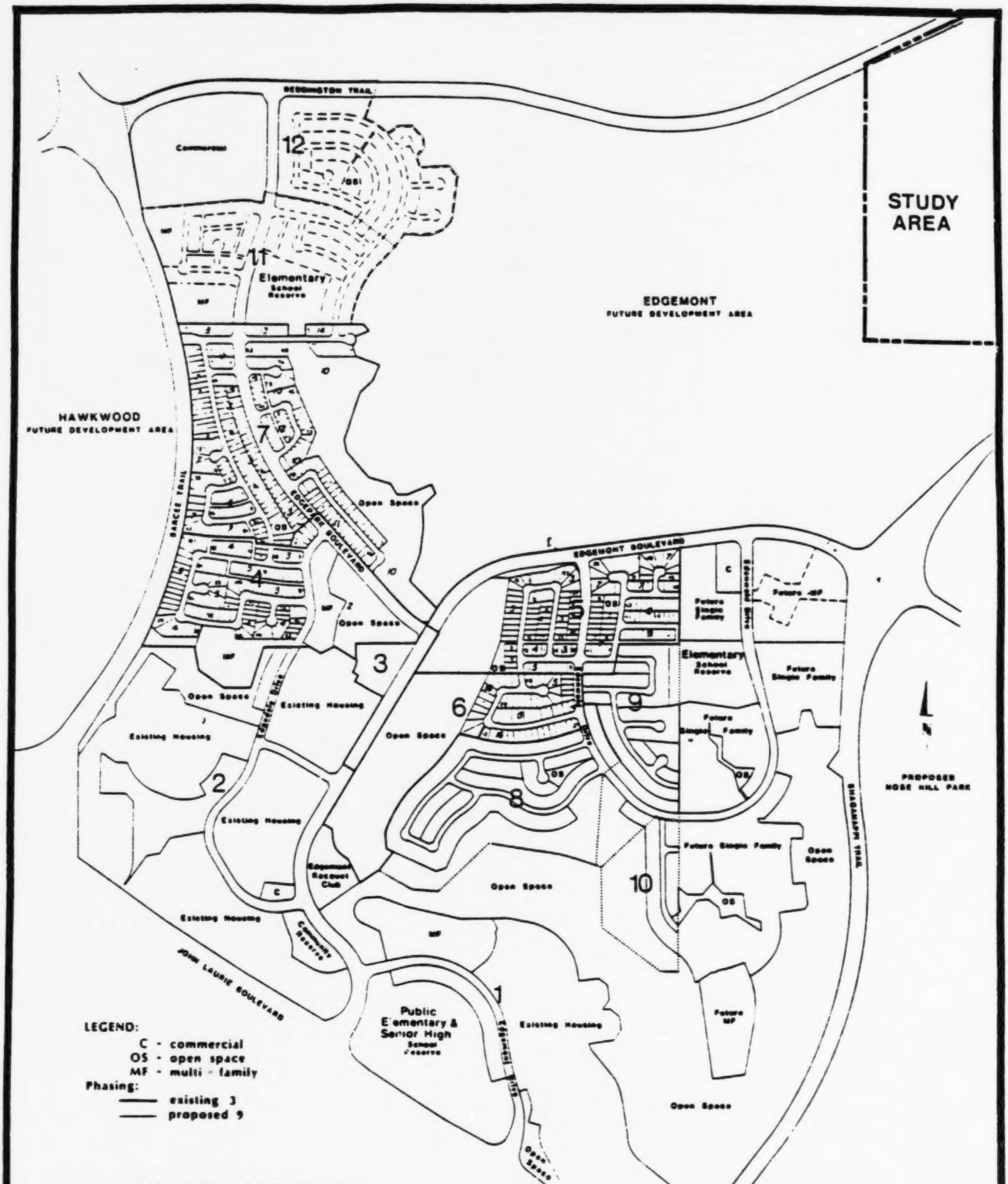
(c) Municipal Services

Water will be supplied to the area from existing distribution mains in the community of MacEwan to the east of Shaganappi Trail. Sanitary and storm trunks drain towards the north-east corner of the study area. A proposed storm water detention pond has been shown on the plan as a possible solution to the present City policies on storm water management for this area. The permanent water level surface area of the pond indicated is approximately 2 hectares.

Electrical, natural gas, telephone, and cable T.V. service for the area will be provided by extending existing underground mains from adjacent developments.



City of Calgary



THE COMMUNITY OF EDGEMONT

Carma

JANUARY 1981

CALGARY INNOVATIVE LAND AND HOUSING DESIGN COMPETITION

INNOVATION?

All planners seem to feel they could produce, they would produce or they would like to produce something innovative in the field of suburban subdivision and housing design. However, the often mentioned response to attempts at innovation is that some department, office, person or policy holds back the creativity. If you or your office have workable innovative design ideas and the enthusiasm and time which you can set aside from your daily activities, the Calgary Innovative Land and Housing Design Competition will be of interest to you.

CALGARY DESIGN COMPETITION

Those involved in the fast paced Calgary housing industry have been challenged to be innovative in Calgary's expanding suburban area. In response to this challenge, the Calgary Housing Commission, the Housing and Urban Development Association of Canada and Carma Developers Ltd. have jointly initiated a design competition in order to bring forward creative yet practical ideas that address "quality of life", safety, affordability, and feasibility. Other groups and organizations have subsequently become involved. (For example, the Alberta Association of Canadian Institute of Planners is providing $500.00 towards a merit award and the national CIP are providing this advertisement to all members). The objective of the competition is to demonstrate innovative land and shelter ideas that can be accepted by the public and set an example which could be developed on the subject lands and perhaps followed through by other developers in Calgary and in other cities and, if necessary, force changes to existing rules and regulations with respect to land use, land development, and housing design and construction to allow such projects to occur more readily in the future.

BRIEF SYNOPSIS OF THE COMPETITION

- the actual subject site comprises approximately 75 hectares in the Edgemont community in northwest Calgary. The site contains north facing slopes of 20%, is traversed by a ravine, and is bound by expressways and other undeveloped residential lands. The City has an approved Area Structure Plan which provides the general framework for development of the area. Designs must address themselves to the specific site.
- the competition is broad enough that designs may address the entire parcel and all components of development (land use, land development and housing form) or may address only a portion of the site and/or only one aspect of development.
- judging will be conducted by representatives of a range of professions.
- approximately $22,000 in award money is available. Three major awards will total $16,000 whereas approximately $6,000 will be available for special merit awards. At least one of these merit awards will be reserved for a proposal received from a student.
- submissions must be made prior to April 30, 1982.
- submissions are invited from all parts of Canada.

FURTHER INFORMATION

A package containing the appropriate maps, contours, and other information essential to participation is freely available for pick up from the offices of Carma Developers Ltd., 6715 - 8 Street N.E., Calgary, or 5th Floor, 10009 - 108 Street, Edmonton or by mail from Carma's Calgary office. Any questions with regard to the general intent of this competition can be addressed to Don Bortoluzzi (HUDAC) at 403-286-1708 or Greg Spearn (Carma) 403-275-5555.

With the interest already expressed by several organizations and government agencies it is anticipated that the results of this competition will be well publicized and displayed not only in Alberta but across Canada at such events as professional association meetings.

QUESTION

Will your name be associated with any of the award winning designs or innovative ideas?

APPENDIX III

BIBLIOGRAPHY

APPENDIX III BIBLIOGRAPHY

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Steinlilb, G. and Hughes, James W.	"Demographic Trends and Economic Reality Planning and Markets in the 80's.
Rogers, Michael H.	"The Changing Mood of the Home Buyer" AACIP News, Volume 3, No. 4, Aug., 1982 Alberta Association of the Canadian Institute of Planners
City of Red Deer	Private Development Agreement, 1982
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Red Deer Regional Planning Commission	City of Red Deer Urban Growth Background Report, December, 1979
The City of Edmonton	1982 Residential Servicing Agreement

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The City of Calgary	Calgary North Area Structure Plan Phase I, Januray 1981
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The City of Lethbridge	General Muncipal Plan Bylaw 3573 March 1980
Oldman River Regional Planning Commission	Urbanization of West Lethbridge, 1969
Rockcliff Partnership	Lethbridge General Municipal Plan Background Report, January, 1980
Stanley Associates Engineering Ltd.	Uplands and Valleyview Policy Statement and Area Structure Plan City of Lethbridge, October, 1980

APPENDIX IV

RESPONSE OF MUNICIPALITIES

ORGANIZATION: City of Edmonton

DATE: June 15, 1983

REPRESENTATIVE: Mr. Cec Purves
Mayor

Mr. Winston Elton
Executive Assistant to the Mayor

A 1/2 hour meeting with the Mayor was held to explain our concept and approach and to obtain his views on presenting the concept to the Legislative Committee of Edmonton City Council.

1. The Mayor indicated that one of his policies was to reduce the interference of the City in development activities.

2. The City is very concerned about its own costs, especially in the area of transportation. The members of City Council really do not have the time to get involved in specific ASP design since they involve technical matters. However Council is interested in what the costs to the City are.

3. The Mayor indicated he and his executive assistant would review our report and advise us on their views of the report and on a presentation to the Legislative Committee.

THE CITY OF Edmonton

City Hall
1, Sir Winston Churchill Square
Edmonton, Alberta
T5J 2R7

OFFICE OF THE CITY CLERK

1983 07 05

Mr. Zard Sarty
Land Use Planning Group
9834 - 105 Street
Edmonton, Alberta
T5K 1A6

Dear Mr. Sarty:

Subject: Legislative Committee Meeting - 1983 07 19

At the Legislative Committee meeting held 1983 06 21, the Committee considered an item regarding Area Structure Plans and Neighbourhood Plans. During discussions of this item, the Committee requested that consideration be given to a special research paper on innovative urban housing design and that the authors of this paper be invited to attend the Legislative Committee.

Accordingly, I am inviting you to attend the next Legislative Committee meeting scheduled for 1983 07 19 at 9:00 a.m. The meeting will be held in Committee Room "A", 2nd Floor, City Hall.

Please contact the undersigned at 428-5408 to confirm your attendance and then arrangements can be made for your presentation and distribution of the research paper.

Yours truly,

JHansen

Joanne Hansen (Mrs.)
Legislative Committee Secretary

cc: Mayor C. J. Purves

HOME OF UNIVERSIADE '83

ORGANIZATION: City of Edmonton

DATE: May 13, 1983

REPRESENTATIVE: Alderman Jan Reimer

Alderman Reimer's response to our presentation was favourable. She indicated that the research work will be discussed with other aldermen and suggested that the authors make a presentation to the City's Legislative Committee. Alderman Reimer has made a positive recommendation for a demonstration project in a letter to Mr. Rasmusson, Deputy Minister of Housing, dated May 20, 1983.

Follow-up: We are attempting to appear before the Legislative Committee of Council to request assistance of the City of Edmonton to bring about the first design competition.

THE CITY OF Edmonton

City Hall
1 Sir Winston Churchill Square
Edmonton Alberta
T5J 2R7
(403) 426-5130

JAN REIMER
ALDERMAN

RECEIVED
MAY 25 1983
PLANNING
AND RESEARCH

May 20, 1983.

Mr. Murray D. Rasmusson,
Deputy Minister of Housing,
3rd Floor,
10050 - 112 Street,
Edmonton, Alberta.
T5K 1L9

Dear Mr. Rasmusson:

This is to express my support for the preliminary report prepared by The Land Use Planning Group on Urban Design Cell. I think that this concept will prove to be most valuable for municipalities planning communities in the future and hope that a demonstration project could be undertaken in the City of Edmonton.

In light of the difficulties that have been recently experienced with the Edmonton Northwest Area Structure Plan, I believe that this concept will definitely help to resolve the economic and planning problems that we see now with the present recession.

If you have any questions, please do not hesitate to give me a call.

Yours sincerely,

Jan Reimer,
Alderman.

JR:cih

ORGANIZATION: City of Calgary, Planning Department

DATE: June 9, 1983

REPRESENTATIVE: Mr. Barry Simpkins
Senior Long Range Planner

Mr. Richard Parker
Manager, Land Use Division

The meeting lasted for 2 hours and response to our presentation was as follows:

1. Two additional copies of the report was requested so that the research work could be examined by City of Calgary Transportation Planners (John Hubbell) and the City's Urban Design Group (Ed Hoosen).

2. Mr Simpkins expressed interest in the first design competition.

3. There may be a possibility of three locations where a competition could be held. This view was expressed by Mr. Simpkins in a review of City of Calgary's present standing in the land development field.

4. City of Calgary representative indicated that a written response on the research could be expected within two weeks.

Follow-Up: A possible Design Competition in Calgary.

THE CITY OF CALGARY
PLANNING DEPARTMENT

1983 June 29

Mr. Zard M. Sarty
Land Use Planning Group
9834 - 105 Street
Edmonton, Alberta
T5K 1A6

Dear Sir:

RE: Your Report to Alberta Department of Housing -
"Search for Urban Community Design Cell:
A Competitive Design Approach"

Since our meeting on June 09, 1983, I have had an opportunity to review the above-captioned report and to circulate copies to selected staff of the City of Calgary Planning and Transportation Departments.

Although I am not yet in a position to present an official City response to your proposal, I thought you might be interested in some comments offered to me by the senior transit planner from our Transportation Department. He sees some potential merit, in terms of bus transit operating efficiencies, in an "urban design cell" of roughly one kilometre square. However, he offers the following qualifications:

1.) Walking distances from the centre of the cell to bus stops on the periphery could be excessive. Even if the central portion were designated for open space uses, there is a good possibility of a school being located therein. Consequently, a cell of 0.7 to 0.8 kilometres square (or a rectangular cell) would be preferable.

2.) The feasibility of "external" bus routings depends upon the land use on the other side of the route. If transit service demand were generated from only one side of the route it would not likely be cost-effective.

3.) Round trip times for all bus routes should be in the order of 30 minutes for optimum "off-peak" operations. Shorter loop times cannot generally be justified in terms of off-peak demands, while longer loop times result in excessive waiting periods.

OUR FILE
YOUR FILE

.../2

PO BOX 2100 CALGARY ALBERTA T2P 2M5

I intend to discuss your report with other Planning Department staff within the next week, in an attempt to identify potential candidate areas for a competitive design approach in accordance with your proposal. I will contact you shortly to arrange a meeting to discuss our position.

Yours truly,

B.D. Simpkins
Senior Planner
LONG RANGE PLANNING AND RESEARCH DIVISION

BDS:cf

June 5, 1983

File 00601

Mr. Felix Michna
Superintendent of Planning
Lethbridge Department of Planning & Development
City Hall
Lethbridge, Alberta
T1J 0P6

Dear Sir,

Re: Research Project:
The Community Urban Design Cell
A Competitive Design Approach

In February of this year we contacted you to assist us in obtaining documentation on the current planning practices of the City of Lethbridge for our research project funded under the Innovative Housing Grant of the Alberta Department of Housing. We have concluded our research project and are now distributing draft copies of our report to those we contacted during the work as well as to others in the land development and housing industry.

To provide you with a brief overview of the project, the objective of the research is to suggest an approach to the planning of new development areas which will encourage a greater diversity of inputs from designers, marketers etc. and which will encourage new ideas for physical design relating community design and housing form.

To achieve this objective two elements are required: (1) "a context" and (2) "an opportunity". The research project has been directed toward structuring these two elements. **CONTEXT** is provided by what we call "a design cell". A design cell is a unit of land defined by reference to major public facilities, such as arterial roads, services, etc. or by reference to major geographical features; such as ravines, etc. For our purposes we have used a unit of approximately 1 square mile; however, in smaller municipalities a smaller unit may be appropriate. The design cell is defined by reference to major public facilities because: (1) it can identify those constraints which are of major importance to the public because they are public investments and (2) it can separate these public concerns from the design relationships within a design cell which must be sensitive to individual tastes, marketing considerations, built form relationships etc. and hence can be appropriately left to the skills of the designer without affecting areas of primary public concern. In our view by separating these interests, designers, marketers, etc. can be permitted the flexibility within the design cell to respond to a wide range of housing and community needs in a variety of ways, some traditional and some innovative.

While the design cell provides the context, **THE COMPETITION** provides the "opportunity". An appropriately structured competition provides an excellent forum for generating new ideas. It is a technique which has been used in other jurisdictions with substantial success (For reference see: The Affordable Housing Book: Strategies for the Eighties from the California Affordable Housing Competition: State of California Office of Appropriate Technology). We are not suggesting that all lands be subject to competitions for design. Rather, we are suggesting that selected competitions run from time to time would provide the opportunity for new design ideas to be promoted and analyzed. However, to obtain satisfactory results from a competition, a preconceived structure including terms of reference and an evaluation process is required. A suggested structure is documented in the report.

In sending this report to you we would request your comments on the design cell and approach as well as any general observations you may have. One area of specific interest to us would be your comments on the City's experience in the application of the "Village Concept" mentioned in your planning documents. In some ways the design cell we have advocated has similar characteristics to your village concept. However, from your documents it appeared that this idea was under re-evaluation.

With respect to the disposition of our research we hope to obtain support to hold a demonstration competition, the results of which would be publicized. This, however, will be dependent on feedback and support for our concept from a variety of parties, which is the intent of this request to you.

We thank you for your assistance to date and any feedback you can provide.

Yours truly,

LAND USE PLANNING GROUP

Donald Grimble, M.C.I.P.

DG:wwp

City of Lethbridge
ALBERTA – CANADA

OFFICE OF
PLANNING AND DEVELOPMENT

June 22, 1983

Mr. Donald Grimble, M.C.I.P.,
Land Use Planning Group,
9834 - 105th Street,
Edmonton, Alberta.
T5K 1A6

Dear Don:

RE: Your File No. 00601
Research Project: The Community Urban Design Cell, A Competitive Design Approach

Thank you for your letter of June 8th, 1983. Unfortunately I was out of the Country until last week and consequently, have only now had an opportunity to review your document. As you correctly recall in your letter to me, our City uses the design cell concept as you've described in your publication. Our one mile square grid is referred to as a "village". You also correctly recalled that the City is now reviewing the village concept which has now been in use for close to fifteen years. It is my hope that once we have completed a proper evaluation of this concept, we will be in a position to send along our findings to you. Unfortunately, I don't expect that this will be accomplished for some time yet, given our present work load.

Good luck and continued success on this project.

Yours very truly,

F. W. Michna,
Planning Director.

FWM/ep

LAND USE PLANNING GROUP

9834-105 Street, Edmonton, Alberta T5K 1A6

Tel. [illegible] 421-127[illegible]

[illegible]

[illegible]

June 23, 1983

File 00601

Mr. Djamshid Rouhi
Senior Planner
Red Deer Regional Planning Commission
P.O. Box 5002
RED DEER, Alberta
T4N 5Y5

Dear Sir,

Re: Research Project:
The Urban Community Design Cell
- A Competitive Design Approach

On February 23rd of this year we contacted you to assist us in obtaining documentation on the current planning practices of the City of Red Deer for our research project funded under the Innovative Housing Grant of the Alberta Department of Housing. We have concluded our research project and are now distributing draft copies of our report to those we contacted during the work as well as to others in the land development and housing industry.

To provide you with a brief overview of the project, the objective of the research is to suggest an approach to the planning of new development areas which will encourage a greater diversity of inputs from designers, marketers etc. and which will encourage new ideas for physical design relating community design and housing form.

To achieve this objective two elements are required: (1) "a context" and (2) "an opportunity". The research project has been directed toward structuring these two elements. **CONTEXT** is provided by what we call "a design cell". A design cell is a unit of land defined by reference to major public facilities, such as arterial roads, services, etc. or by reference to major geographical features; such as ravines, etc. For our purposes we have used a unit of approximately 1 square mile; however, in smaller municipalities a smaller unit may be appropriate. The design cell is defined by reference to major public facilities because: (1) it can identify those constraints which are of major importance to the public because they are public investments and (2) it can separate these public concerns from the design relationships within a design cell which must be sensitive to individual tastes, marketing considerations, built form relationships etc. and hence can be appropriately left to the skills of the designer without affecting areas of primary public concern. In our view by separating these interests, designers, marketers, etc. can be permitted the flexibility within the design cell to respond to a wide range of housing and community needs in a variety of ways, some traditional and some innovative.

While the design cell provides the context, **THE COMPETITION** provides the "opportunity". An appropriately structured competition provides an excellent forum for generating new ideas. It is a technique which has been used in other jurisdictions with substantial success (For reference see: The Affordable Housing Book: Strategies for the Eighties from the California Affordable Housing Competition: State of California Office of Appropriate Technology). We are not suggesting that all lands be subject to competitions for design. Rather, we are suggesting that selected competitions run from time to time would provide the opportunity for new design ideas to be promoted and analyzed. However, to obtain satisfactory results from a competition, a preconceived structure including terms of reference and an evaluation process is required. A suggested structure is documented in the report.

In sending this report to you we would request your comments on the design cell and approach as well as any general observations you may have.

With respect to the disposition of our research we hope to obtain support to hold a demonstration competition, the results of which would be publicized. This, however, will be dependent on feedback and support for our concept from a variety of parties, which is the intent of this request to you.

We thank you for your assistance to date and any feedback you can provide.

Yours truly,

LAND USE PLANNING GROUP

Zaid M. Sarty, M.C.I.P.

ZS:wwp

ORGANIZATION: City of Edmonton

DATE: May 19, 1983

REPRESENTATIVE: Mr. Geoff Bocian
Rolland Nogue
Senior Planners

A meeting of 2 hours was held with two senior planners of the City who are undertaking a District Plan for Southeast Edmonton to obtain their input as professional planners.

1. District Planning is in its formative stages within City of Edmonton and they are still looking for ways to structure the process.

2. They were very responsive to the framework suggested in our report.

3. They suggested that they would read the report and discuss how they could incorporate our ideas into their planning for the Southeast.

Edmonton

[illegible]

PLANNING

1983 07 12

Mr. Zard M. Sarty
Land Use Planning Group
9834 - 105 Street
Edmonton, Alberta
T5K 1A6

RE: **Search for Urban Community Design Cell Report**

Dear Mr. Sarty:

Thank you for providing me with the opportunity to inspect the above draft report.

I found the examples used in South East Edmonton useful and illuminating, given that work is preceding for that sector of the City in the context of a District Planning process for South East Edmonton.

It is understood that your report is preliminary at this stage and that it will be made available to appropriate Civic Departments in due course.

Yours very truly,

Geoffrey I. Bocian

Geoffrey I. Bocian
Senior Planner
Area Planning Section
AREA PLANNING BRANCH

GIB/21/0/1

POOR

QUALITY

ORIGINAL